DOCUMENT RESUME

ED 044 130 LI 002 165

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TITLE A Fiscal and Organizational Analysis of Public Libraries in Michigan.
INSTITUTION Michigan State Dept. of Education, Lansing.
PUB DATE 70
NOTE 110p.

EDRS PRICE EDRS Price MF-$0.50 HC-$5.60
DESCRIPTORS Evaluation, *Financial Support, *Library Cooperation, Library Programs, *Library Services, *Organization, *Public Libraries, State Aid, Surveys
IDENTIFIERS *Michigan

ABSTRACT

Chapter I is a descriptive statement of the current financial status and operations of Michigan libraries with an analysis of the implications various modes of financing have on levels and types of services. Chapter II summarizes findings from both the survey conducted by personal interviews with 45 of Michigan's public librarians, randomly selected, and from the mail survey of 100 librarians also randomly selected. Chapter III isolates some special problems of libraries in Michigan, while Chapter IV does the same for large libraries in particular. Chapter V presents a description of Michigan library resources over time and compares some features of these resource levels to other states and standards. Chapter VI summarizes findings on the current status of the State Library and analyzes some of the inadequacies and resultant needs of that library. Chapter VII summarizes recent programs in Michigan and some other states on the uses of university and college libraries as resource centers for the general public. Chapter VIII presents a list of recommendations which takes into account the current service levels of Michigan libraries, providing a practical plan for development toward standards considered minimal by most library authorities. (Author/NH)

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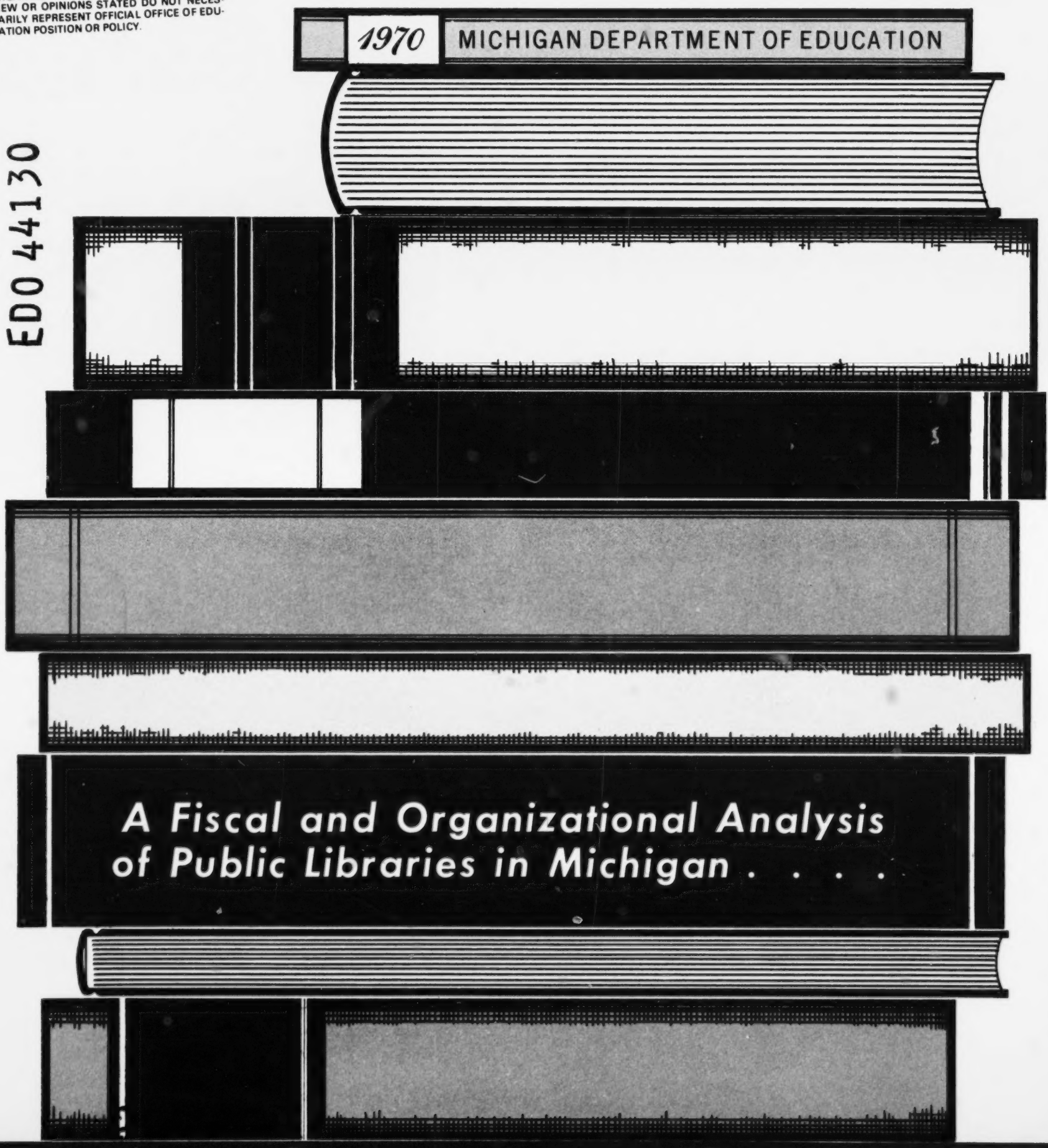


ED 044130

February, 1970

Dr. John W. Porter
Acting Superintendent of Public Instruction
Lansing, Michigan

Dear Dr. Porter:

I am pleased to submit herewith my study of the fiscal and organizational characteristics of Michigan public libraries, together with a set of recommendations for improving the quality of library service for all Michigan citizens. This study was financed under provisions of Act 307, P.A. 1969 and was directed to ". . . study the role of the library system in Michigan to determine how services can be expanded and improved; to determine the best method of financing and to give particular attention to the Detroit public library system and its part in the overall state program." I believe each of these directives has been observed at much length in this report. Detroit was considered in relation to a statewide library system, although the treatment of Detroit avoided the lengthy discussion of issues already adequately handled in studies preceding this one.

As expressed more fully in the introduction, the scope of the study is restricted somewhat due to the limitations of time and data. These limitations, however, have not inordinately threatened the completeness of the analysis, nor have they unduly hampered the presentation of evidence to support the recommendations. The lack of sufficient and reliable data on the nature of Public library service in Michigan was substantially overcome by a survey of Michigan public librarians and by a computor analysis of the financial statements of Michigan public libraries filed with the State Library.

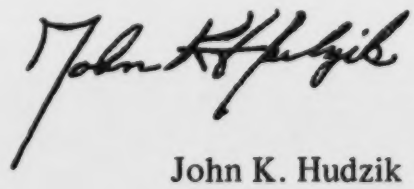
I wish to express appreciation for the generally excellent cooperation received from librarians in Michigan during the interview stage. I am also heavily indebted to Mr. Francis Scannell and Mr. Dale Pretzer and their staff in the State Library for their kind assistance in providing information, often on short notice.

I was assisted in the research and in the final writing of the report by Stephen W. Burks, John D. Chidester, Lewis Friedman, R. William Holland, Laurence J. Max and Robert Swanson, Jr. The report profited immeasurably from their participation. I am indebted also to Barbara Ball, Bonnie Busch, Susan Roth, Mary Sayles, and Susan Wilson for the many clerical and typing chores they ably performed.

The recommendations appearing in chapter eight of this report should not be construed as presenting any one theory of library service, or assumed to be the result of applying any single external standard to Michigan library service. On the contrary, the recommendations take cognizance of the present level of development of public library service in Michigan, suggesting means by which that service can be improved within the confines of a limited availability of funds.

I stand ready to assist you in any way I can to interpret the findings and recommendations of this study.

Respectfully submitted,



John K. Hudzik

FOREWORD

The Constitution of the State of Michigan states, "The Legislature shall provide by law for the establishment and support of public libraries which shall be available to all residents of the State under regulations adopted by the governing boards thereof". Michigan was the first state to make such a provision for public libraries in its Constitution in 1835, and for many years Michigan has been a leader in the public library field due largely to the strong local library units.

Now with a new decade beginning, it is time to reassess and re-evaluate, and to set our goals for state-wide library service in Michigan for the years ahead.

The State Board of Education was indeed fortunate to have Mr. John K. Hudzik of Michigan State University as Executive Director of this study. The survey was carried on with great ability, enthusiasm and scholarly precision with the assistance of Stephen W. Burks, John D. Chidester, Lewis Friedman, R. William Holland, Laurence J. Max and Robert W. Swanson, Jr.

It is my hope that librarians, school officials, governmental executives, legislators, representatives of interested organizations and citizens who review this study will assist us in developing a system of library financing to meet the needs of librarians in Michigan.

John W. Porter
Acting Superintendent
of Public Instruction

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INTRODUCTION

This is a study of public libraries in Michigan, concentrating primarily on the issues of finance and interlibrary cooperative arrangements. The intent has been to provide a background of information so that the role of the state in providing support for public library service throughout Michigan could be analyzed both as to its current condition and its recommended contribution in the future. It was apparent from the beginning, however, that any study of the role of state aid directed to the support of public libraries had to also incorporate an analysis of the services provided by the state to local libraries.

This study was allotted 14 weeks for the collection and analysis of data, the formulation of recommendations, and the writing of the final report. As a result, the study scope necessarily had to be focused more precisely than on public libraries and public library service in Michigan as a whole. It was decided at the beginning therefore that the following limitations would be observed:

1. School libraries would not be considered a major subject of inquiry, except where they touched directly on the performance of other public libraries in the state.
2. Every public library in the state could not be studied thoroughly so it was decided that a sample of 100 would be used to provide needed information not supplied by libraries filing financial information with the state.
3. The primary force of the study would concentrate on the role of the state in Michigan library service, rather than concentrating on the issue of local sources of library support.

These limitations were not imposed without some hesitation. It was clear for example that any realistic conceptualization of the book and service resources of the state had to consider school and university library resources scattered about the state. But any thorough analysis of the somewhat distinct problems and specialized roles of these libraries was clearly outside the boundaries of time imposed on this study. The analysis, therefore, extends to them only insofar as their reception of public funds and the public nature of their clientele constitutes a viable resource and service outlet for the Michigan public.

Limitations imposed by the collectability of data presented another serious problem for the potential completeness of the analysis. Financial information was largely limited to the analysis of statements filed with the Michigan State Library by Michigan's public libraries. Although the information categories on the sources of library revenue provided fairly explicit data, the categories seeking to supply details of expenditures and the outlining of service levels in each library were both incomplete and confusing. Additionally, aggregate analysis with all of its drawbacks and imprecisions offered itself as the only means of interpreting these financial statements.

Holes in the financial data were plugged to some extent by a survey of randomly selected libraries which sought primarily to expand our knowledge of the uses to which state funds were applied and of the service levels actually maintained by Michigan libraries. The survey did not supply great amounts of statistically usable information on the uses of state aid, but did make more complete our understanding of services offered in Michigan libraries. The survey also provided useful information by detailing the problems currently confronting libraries and librarians in Michigan. The fact that time did not allow 100 personal interviews, however, required the use of a mail survey to collect the statistically valid data and this constituted another hinderance, for librarians could not be deeply probed for views and information that might be assembled through personal interaction.

Something should be mentioned here of the basic assumptions and value predispositions which have guided this study. They are offered primarily so that the full intentions of the recommendations may be made clear. The intent has been to provide a system of interlibrary cooperation that will improve library service for all Michigan residents. The assumption is that improved service is something to be desired and the best way to improve library service is to make more books and information available to more people by convenient channels of use. To have proceeded idealistically in this respect would have required the arbitrary expedient of applying the minimum standards of the American Library Association to library service in Michigan. This was not done, for some of these standards are intuitively unrealistic and others are unreasonable given Michigan's level of development. It was decided the primary value of this study lay in an

objective analysis of current library methods and service levels, in a delineation of deficiencies, and in the making of recommendations based both on the realities of existing conditions and on the assumed limited nature of available public funds. Where external standards such as those of the ALA are applied, it is done so only because they possessed an appropriateness consistent with a realistic plan of development for Michigan's libraries.

The judgement that adequate library service is nothing more than making books available on shelves is frankly rejected and substituted with one that defines adequate library service as not only providing books but expert assistance as well—expert subject librarians, expert bibliographic personnel, and expert reference librarians to name a few. The assumption of this study has been that library service in the last half of the twentieth century must provide a fuller range of services to meet the technological and informational explosion of the last fifty years.

The notion that government must await the screaming ground swell of public opinion before it will act to provide services to the citizenry is rejected here. A citizenry unfamiliar with the advantages of adequate library service is not going to scream for improved library service, just as a citizenry uneducated as to the advantages of mental health programs is not likely to scream for the advancement of these programs. Responsive government can not simply respond to pressure as any animal would do, but must anticipate the need for response as well; it must in some instances educate the citizenry to the advantages of a service; it must in some instances provide the service despite an apparently apathetic public.

This study assumes there is a need for an anticipatory response on the part of the State of Michigan regarding the funding of adequate library service for the state. An educated citizenry is the best safeguard against internal decay as well as incompetence at the election booth. But an educated citizenry is impossible if the quality of the available reading material does not enhance the child's formal education and does not provide meaningful continuing education for the adult. Our findings indicate that library service in parts of Michigan is lacking and woefully inadequate in others. The recommendations are based on the assumption that such inadequacies require an anticipatory response by the State of Michigan to lead public opinion in providing a better library service.

Chapter I is a descriptive statement of the current financial status and operations of Michigan libraries, with an analysis of the implications various modes of financing have on levels and types of services. Measures of efficiency, optimum library size, implications for system arrangements and the like are examined on the basis of the analysis of Michigan library financial data. Chapter II summarizes findings from both the survey conducted by personal interview with 45 of Michigan's public librarians, randomly selected, and from the mail survey of 100 librarians also randomly selected. Frequency of various responses are cited and analyzed with an attempt to provide an understanding of the problems confronting libraries of different size. References to the probable effect of state aid for public library service are also discussed.

Chapter III isolates some special problems of libraries in Michigan while Chapter IV does the same for large libraries in particular. This conceptual division was made so that the issues peculiar to both types of libraries could be more clearly isolated, described, analyzed and related to the set of recommendations set forth in Chapter VIII. Reference is made in Chapter IV to the special problems now confronting the Detroit Public Library.

Chapter V presents a description of Michigan library resources over time and compares some features of these resource levels to other states and standards. Chapter VI summarizes findings on the current status of the State Library and presents an analysis of some of the most pressing inadequacies and resultant needs of that library. The final section of this chapter describes the intended position and role of the State Library as a resource and service center for Michigan. Chapter VII summarizes recent programs in Michigan and selected other states of the uses of university and college libraries as resource centers for the general public.

Chapter VIII presents a list of recommendations that take into account the current service levels of Michigan libraries, providing a practical plan for development toward standards considered minimal by most library authorities. There is no attempt in this chapter to justify the recommendations, such justification being the role of the previous chapters.

Chapter I

LIBRARY FINANCING IN MICHIGAN: AN AGGREGATE ANALYSIS

The way in which a library spends its annual revenues represents the best single indicator of the policy preferences of its administrators. As shown elsewhere in this study, interviews can provide information on the values, attitudes, and aspirations of library officials, questionnaires can yield representative opinions and preferences of a more superficial nature, and historical records can help to place current trends and characteristics in their proper perspective. But in the end it is the actual commitment of funds to a specific project or a given area that determines the priorities of decision-makers.

Expenditure patterns, however, are of limited interest or utility unless they are also accompanied by an understanding of the variation in the types and amounts of revenues which libraries receive. A small, tightly constrained library budget will very likely produce a different pattern of expenditures than one which is larger and more flexible. Large per capita revenues may be spent in different ways depending on such variables as size of community and the organizational structure of the library. By examining the relationship between revenue sources and expenditure patterns in different sizes and types of libraries, it should be possible to make some preliminary statements regarding the equitability and efficiency of library financing in Michigan.

Systems Analysis

A commonly used technique for examining the efficiency and performance levels of functioning organizations such as businesses and governmental units is "input-output", or systems analysis. Although it has been refined, expanded, and elaborated to meet a variety of specific needs, systems analysis is essentially an examination of the strength of relationship between designated components of the unit or units being studied. For example, if the relationship between the amount of revenue received and the level of productivity in one group of units is more strongly related than that of another, the former can be said to be more efficient than the latter. The number and types of relationships the researcher wishes to examine are limited mainly by the kinds of questions he is asking and the availability of quantitative data for him to analyze.

Systems analysis is a useful supplemental tool for examining certain aspects of library performance. Its primary advantage over other forms of analysis is that it provides a hard, objective measure of resource utilization, independent of the explanations and/or justifications of library administrators as to why such resources are being spent in the way that they are. Secondly, when used in the aggregate form that it is here, it permits examination of the income, service, and expenditure patterns of the full population of Michigan libraries rather than a selected and potentially biased sample. Finally, by showing the interrelationships among sub-elements of income, service, and expenditure measures, it allows for an assessment of current methods of financing and some tentative proposals for change.

Limitations of Systems Analysis

With all the potential that systems analysis has for illuminating the patterns and performance levels of organizations such as libraries, it should be noted at the outset that the technique has equally distinct limitations and shortcomings. The most obvious and severe of these limitations is the fact that it is limited to quantitative data and therefore cannot measure or evaluate the broad range of activities and services which are never given a numerical equivalent. The scope of the analysis is thus clearly circumscribed, and by placing undue emphasis or reliance on its findings, clients of such a study underrate by default the value and importance of nonquantifiable services and functions. Libraries in particular are involved in a broad range of service to patrons that is neither concerned with nor related to such efficiency measures as cost per circulated book or circulation per hour—nor should they be. A library is concerned with community service, not profit maximization, and to become overly concerned with the efficiency with which it utilizes its resources would challenge and undermine many of the important services it provides.

The second major limitation of system analysis is its vulnerability to error. The process of recording the data initially, of transferring it to code sheets, punching it onto cards, and then manipulating it mechanically or with a computer are all steps in which the actual value of the variable can be distorted. Even with careful checking, the final calculations often contain discrepancies and inconsistencies which cannot be accounted for. The data used in this analysis are not immune to such problems.

These limitations notwithstanding, the use of systems techniques in analyzing aggregate financial data on Michigan libraries provides a number of important insights into library performance.

The Study

The analysis that follows is based on annual reports submitted to the Michigan State Library by 317 public libraries for fiscal year 1969.[1] These reports include information on sources and amounts of income, types and levels of services, and types and amounts of expenditures. They represent the most accurate, comprehensive, and up-to-date aggregate data source that was available at the time the study was commissioned in October, 1969. From the data on the reports, sixty variables representing sub-elements of the three general areas noted above were transferred to punch cards and analyzed.

In determining the number and type of subdivisions into which the libraries would be broken, it was decided that library size and organizational structure were the two variables which would be most likely to influence their behavior. Small libraries are likely to have different resource, service and expenditure patterns than large libraries, and libraries that are members of a library system which provides centralized services and shared resources are likely to perform differently than those that are not. Accordingly, ten separate calculations were made for each of the variables being analyzed; "System Libraries", "Non-System Libraries", and population categories of 0-4,999, 5,000-9,999, 10,000-24,999, and 25,000 or more within each of the structural categories.[2] The analysis consists essentially of comparisons within and between these categories.

Two basic statistics were used: the arithmetical mean, or average value for the given variable and the correlation coefficient, or the extent of covariation between two variables.[3] The mean is employed in the first part of the analysis to describe patterns of variation between the different types and sizes of libraries and to offer tentative explanations for such patterns. The correlation coefficient is employed in the second part to test more rigorously some of the explanatory hypotheses that are raised earlier.

Part I — A Description of Library Financing in Michigan

Although much of Michigan's population resides in communities of over 25,000 the great preponderance of libraries in the state are located in smaller communities. As can be seen in Table 1, nearly half of the 317 libraries studied serve populations of under 5,000, and nearly 70% serve populations of under 10,000.

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1. The difference between the 317 libraries included in the study and the 345 total number of public libraries in Michigan is attributable to the failure by some to send their reports in to the State Library, and the failure by others to adequately and/or accurately fill in the correct information. Interviews revealed that this was in part due to frequent and confusing changes in the format of the report, and to a lack of follow-up in seeing that the reports were turned in.

In making a general check of the characteristics of libraries not included in the analysis, it was found that their omission did not significantly alter the findings.

2. Two basic criteria were used in the selection of these categories: conformity of size and type of community, and minimal cell frequencies. The four size divisions appear to generally conform to natural divisions for different types of communities. At the same time, sufficient numbers of libraries needed to be included in each cell to run valid statistical analyses, particularly the correlation coefficient. This required that the largest size category be collapsed to include all libraries including populations over 25,000, an admittedly artificial division which obscures a good deal of internal variation. Although it inevitably limited the inferences that could be drawn with regard to large libraries, this size range proved in several validity checks to be more cohesive than had been anticipated. As is shown in the data analysis in the separate chapter on large libraries, the patterns revealed in the present aggregate analysis are generally substantiated for libraries serving over 100,000 population. This suggests that although the large category may not have revealed a number of minor variations, it probably did point up the more important trends and relationships that were desired.

3. Standard deviations, or the dispersion of values about the mean, were computed for each of the variables and analyzed to see if there was any systematic variation by library size or structure. None was found, and the statistic is not included in the present analysis. Time limitations prevent a more rigorous examination of the data using such statistics as kurtosis and partial correlations, both of which might have provided additional precision. But given the limitations of the data and the general patterns that were desired, the mean and correlation coefficient proved satisfactory.

TABLE 1

Frequency of Libraries, by Size of Population Served

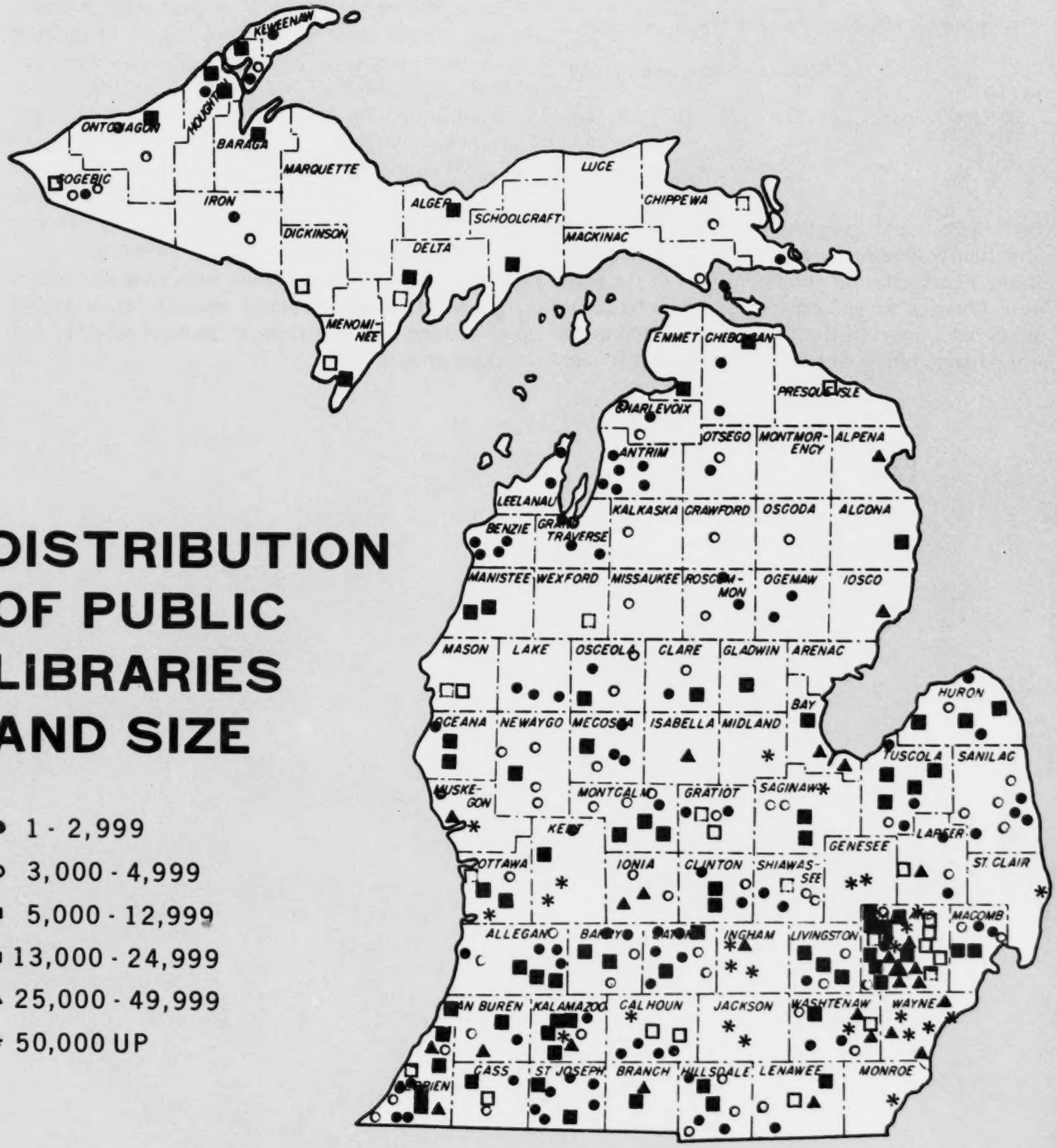
	System	Non-system	Total
0-4,999	72	79	151
5,000-9,999	27	36	63
10,000-24,999	21	26	47
25,000 + ...	30	26	56
	150	167	317

That there is a disproportionate number of small community libraries is an inevitable consequence of the distribution of the population in the state. Were libraries to be constructed on a fixed per capita basis, most of them would be located in and around large cities, with the remainder left to serve the geographically much larger rural areas of the state. The impracticality of such an arrangement is clear; urban areas would have too many libraries for their needs, while rural areas would have too few. "Accessibility" has thus become the general criterion for library location. By comparing a map showing library distribution to one showing population densities, we see that the factors of geographical location and population served produce markedly different needs, resources, and service orientations for different types of libraries.

The problems associated with such differences are dealt with in separate chapters. Here we are concerned with variation in income, services, and expenditures.

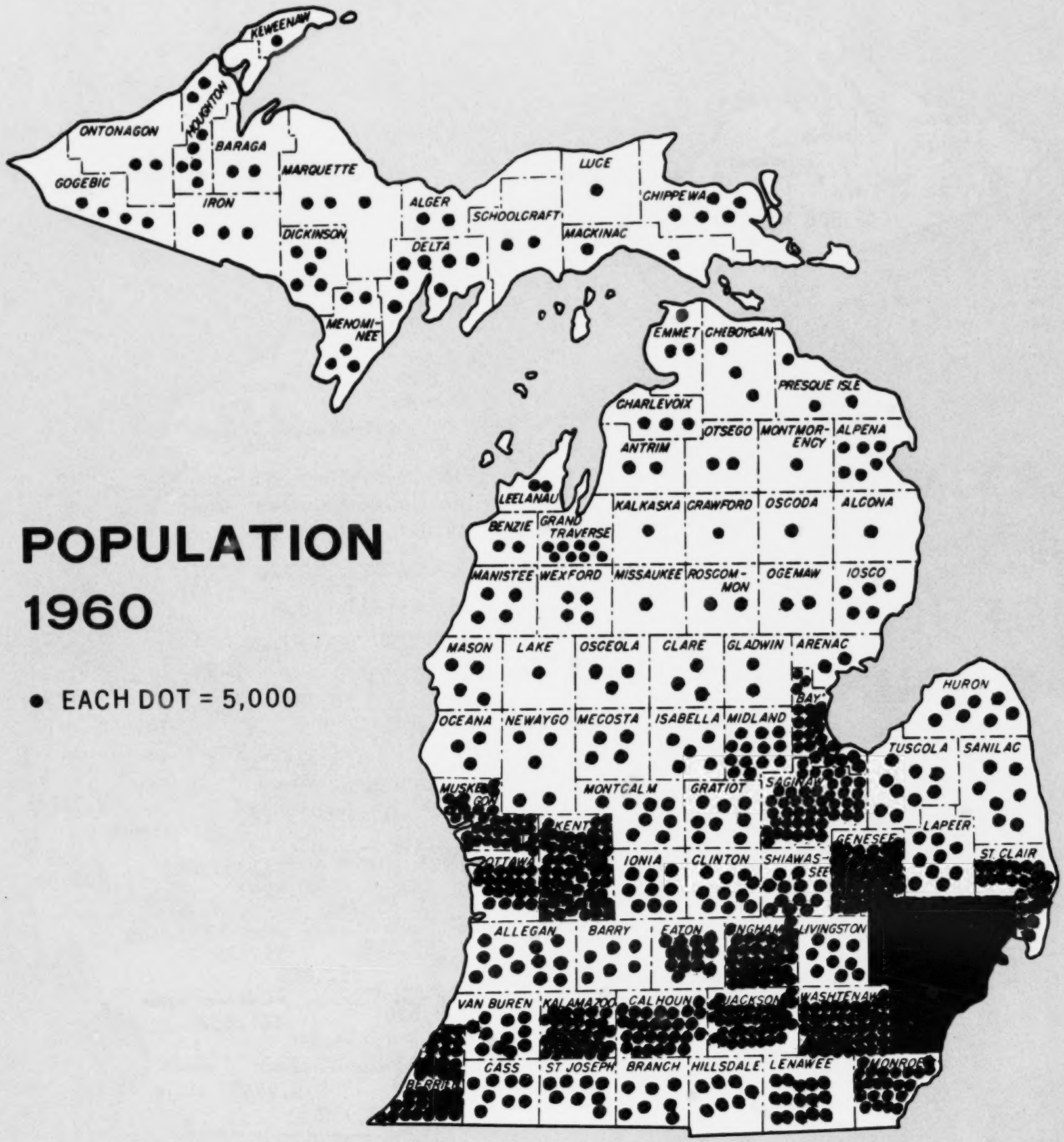
DISTRIBUTION OF PUBLIC LIBRARIES AND SIZE

- ● 1 - 2,999
- ○ 3,000 - 4,999
- ■ 5,000 - 12,999
- ▫ 13,000 - 24,999
- ▲ 25,000 - 49,999
- * 50,000 UP

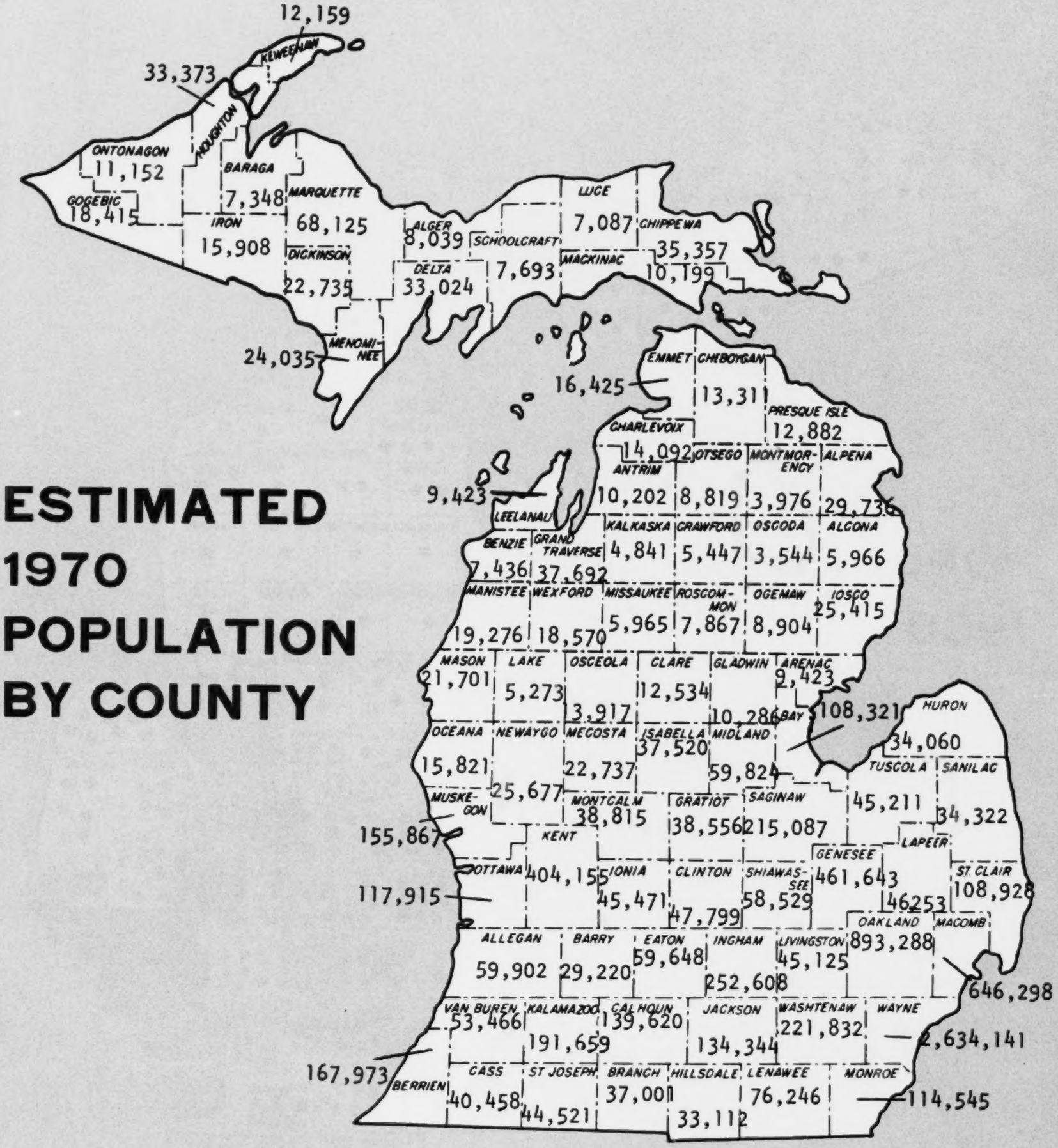


POPULATION
1960

- EACH DOT = 5,000



ESTIMATED 1970 POPULATION BY COUNTY



Library Structure

There are three basic types of library structures in Michigan: unaffiliated, federated and consolidated. Unaffiliated libraries have no formalized relationship with other libraries. Some receive state aid, and all are subject to statewide library laws, but within this framework they are completely autonomous in setting policies that determine how much and what kind of local library services they are to provide.

Federated libraries, by contrast, are local libraries which have formally banded together into some kind of a cooperative arrangement which produces varying degrees of resource sharing and centralization of services. The individual libraries retain their identity and a good share of their autonomy, but they pay an annual fee to the library system in exchange for the designated services which the system provides. There are 17 such systems in Michigan, most of which are organized along county or district lines.

The final type of library structure is the consolidated system. Under such a structure, individual libraries are formally incorporated into a single organizational and administrative structure which centralizes all accounting and book processing functions. In such a system, local libraries are considered administratively as satellites of the main library and have no separate autonomy or identity. There are 7 such systems in Michigan. Because consolidated systems are so different in structure compared with the other types of libraries, and because the financial reports they submit to the State Library are unlike the other two, they are omitted from the present analysis. A separate chapter on large libraries deals with their characteristics and problems from a somewhat different perspective than that taken here. The final chapter makes some basic comparisons between the three types of structures in making proposals for structural change.

This analysis, then, is concerned with differences between unaffiliated and federated libraries by size of population served. Federated libraries are hereafter referred to as "system libraries" and unaffiliated libraries as "non-system libraries". The underlying hypothesis being tested is whether membership in a federated system makes a difference in a library's income, its services and level of performance, and its expenditures. If there are advantages in system membership, they should be reflected at the aggregate level in at least some of the categories and along some of the dimensions being analyzed.

Distribution of System and Non-System Libraries

The proportions of system and non-system libraries in Michigan is roughly equal, with the bulk of both types serving small communities (see Table 1). Although the distribution of libraries by size categories is roughly equal, however, the average population served by system libraries is considerably higher than that served by non-system libraries (Table 2).

TABLE 2

Average Population Served, by Library Type and Size

	System	Non-System
0-4,999	2,686	2,878
5,000-9,999	7,086	7,036
10,000-24,999	15,536	14,841
25,000 + ...	127,035	84,234

Source of Income

Michigan libraries derive their income from five sources: (1) local property tax, (2) penal fines which are allocated by the county, (3) contractual fees from areas outside the immediate community, (4) other income, which consists primarily of gifts and bequests from local donors, overdue book fines, and for larger libraries, federal aid, and finally, (5) state aid, which is allocated on a per capita basis to qualifying libraries. These sources are listed in a descending order of importance for both system and non-system libraries. They will be discussed in that order.

Property Tax

Table 3 shows that the reliance upon property tax is clearly higher for both system and non-system libraries than for any other form of income.

The mean percentage of total income from property tax for system libraries is 72.1% and for non-system libraries is 50.6%.[4] The next highest source of income, penal fines, is at least fifteen percent lower for both types.

The fact that system libraries as a group rely more heavily on local property tax than non-system libraries, and that per capita property revenues are higher for three of the four size categories, may indicate that wealthier communities with a broader tax base to draw upon are more likely to join systems than those which have to rely more on other forms of income. Per capita property tax income rises uniformly for both system and non-system libraries with increases in size, and proportional reliance on property taxes tends to be higher in large than in small communities, both of which reflects the broader property tax base which larger communities can draw upon when looking for sources of financing for local services.

Penal Fines

State law requires that fines collected for violations of the state penal code be used to support public libraries. The ambiguity of the law over such issues as parallel local and/or county and state codes, the distributions of the monies, and the formula for such distribution, has resulted in a number of clarifying court rulings, but the actual process of penal fine allocation appears to vary irregularly from county to county.[5]

Penal fine revenues are characterized by a uniform decrease in the per capita figure with increases in population served. Once again, the mean reliance on penal fines is higher for system than for non-system libraries, but unlike property taxes, the reliance tends to decrease rather than increase with size. One explanation for this relationship is that penal fines serve as a compensatory source of income which is roughly tied to the property tax rate. The law may permit the county treasurer to give disproportionate penal fine revenues to communities with low property tax rates. If this is the case, it might serve as an impediment to effective local support for libraries.[6]

Contractual Fees

On both a per capita and a proportional basis, contractual fees comprise almost as large a source of income among non-system libraries as among system libraries. Since contractual fees consist of payments by one or more areas outside the local community to that community for use of the library, one would expect that system libraries, with their greater resources, would be better able and therefore willing to assume contractual responsibilities than non-system libraries. The fact that non-system libraries are as committed contractually as system libraries suggests that the desire for additional revenue operates independently of the ability to provide services. The presence of a library, regardless of its ability to take on additional service areas, is apparently a sufficient inducement for townships and other rural areas not having their own libraries to contract for library access.

The only significant variation between categories is by size. System and non-system libraries serving populations of over 10,000 rely significantly less on contractual fees than those serving smaller populations. This finding supports the hypothesis

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4. It will be noted that the relationship between per capita and percentage values are not always consistent, and that the percentages for the different income categories total more than 100%. This is due to the variation in the number of libraries reporting different types of income. When a library left any category open, that library was omitted from the calculation. The failure of a number of libraries to completely fill in their reports, and the absence of certain types of income, services, and expenditures among others, produced considerable variation in the number of libraries included in each calculation, and as a result the per capita and proportional expenditures are not entirely consistent.

Another characteristic of the data that will be noted is the strong deviation from the overall pattern among some size and structural categories. For example, the per capita and proportional penal fines among system libraries serving populations of 5,000-9,999 is considerably out of line with the other figures. While the coding of the data cannot be guaranteed to be free of error, it was carefully checked at each stage of the analysis to insure that the data cards accurately reflected the figures in the annual reports. As a result, inordinately high or low values are likely to be due to errors in recording either income or population figures in the reports themselves. In other cases, they may reflect the actual value for that category. The validity of the data is assumed in the analysis, and where discrepancies existed that could not possibly be accounted for, the original documents were checked and the inconsistency rectified.

5. A volume entitled *Michigan Library Laws* (Lansing, Michigan State Library, 1965) provides a succinct and comprehensive summary of court rulings relating to penal fines. Neither this document nor any other that was available on the subject however, fully clarified the formula that was to be used by the county treasurer in the allocation of penal fine revenues to libraries.

6. This interpretation is supported by statements made by some of the librarians interviewed in the survey. While the actual extent of such behavior cannot be measured on the basis of the data, it is clear that there is considerable variation in the formulae adopted by the individual counties in the allocation of their penal fine revenues.

TABLE 3

Sources of Income, by Library Size and Type

	Property Tax			Penal Fines			Contractual Fees			Other Income			State Aid		
	Amt.	P/C	%	Amt.	P/C	%	Amt.	P/C	%	Amt.	P/C	%	Amt.	P/C	%
System	87,232	1.50	72.1	12,761	1.05	45.6	9,540	.60	25.4	7,708	.39	16.6	3,300	.06	2.9
0-4,999	2,773	1.08	90.1	2,384	.93	50.7	2,267	.70	30.6	1,509	.58	27.6	126	.05	.03
5,000-9,999	8,039	1.09	31.5	17,389	2.52	80.0	4,879	.69	32.8	2,028	.26	8.2	319	.05	.02
10,000-24,999	31,844	1.79	54.8	7,548	.50	20.8	4,555	.35	18.4	2,122	.12	4.5	1,711	.06	2.9
25,000 + ...	374,445	2.57	76.6	37,148	.41	20.3	32,599	.51	14.9	28,700	.29	7.5	14,451	.06	2.2
Non-System	36,284	1.42	50.6	11,080	.75	35.3	6,726	.55	24.0	6,158	.34	13.1	1,542	.06	3.0
0-4,999	2,759	1.04	43.0	2,364	.87	40.3	2,132	.67	30.0	1,314	.41	17.2	140	.05	2.7
5,000-9,999	9,894	1.31	47.4	4,673	.68	38.3	5,419	.70	30.0	2,193	.30	10.1	320	.05	2.3
10,000-24,999	25,154	1.69	65.1	7,970	.53	27.0	4,351	.35	14.2	2,466	.16	6.7	1,082	.07	4.9
25,000 + ...	159,260	2.17	59.3	47,710	.71	25.6	24,144	.25	11.2	28,682	.38	11.2	6,500	.07	2.7

Amt. = Mean Dollar Amount
P/C = Per Capita Mean Dollar
% = Percent

that smaller libraries have greater difficulty in raising revenues and must therefore maximize those revenues available in surrounding areas. It also gives support to the conception of the small town library as resource center for rural areas.

Other Income

The term "other income" connotes a residual category which is relatively insignificant in terms of a library's total revenues. Surprisingly, it accounted for up to 27.6% of the total mean income for the different categories. This figure is unrepresentative, probably created by a large donation to a single small system library, but the per capita and the proportional figures for the other size and structural categories were also unexpectedly high. Particularly among non-system libraries, these residual income sources appear to play a stronger role among the smallest and the largest size libraries. Among the smallest, they might be expected to be more in the form of donations and philanthropic bequests, while among the largest they would be more from federal and other institutional grants. The extent to which the figures under this heading are representative of such revenues over time cannot be known. More than any of the other sources, "other income" could be expected to fluctuate strongly from year to year, and the attention given the figures here may not be indicative of their importance over a longer time span.

State Aid

State aid is allocated in two forms: to library systems at the rate of between 30 and 60 cents per capita on population served, and to individual libraries meeting minimum qualifications at the rate of five cents per capita on the population served.[7] Of all income sources, state aid is clearly the least significant, never rising above 4.9% of the total income for any of the size or structure categories. The total amount distributed in 1968 was $1,200,000. When distributed in the above fashion on a statewide basis, however, the amount received by any single library became a relatively insignificant figure.

Although the mean value for the ten size and structure categories cannot be used to test interrelationships between different income sources, when examined as a group they form patterns which suggest certain preliminary interpretations. From the above data, it appears that the elastic nature of all revenue sources except state aid may tend to lead library administrators to compensate for deficiencies in some categories by increasing the revenue in others on a year to year basis so that a minimal level of overall income is maintained. Whether or not this is in fact the case, multiple sources of income, all but one of which are subject to outside control, make for an unnecessary level of financial insecurity and dependence among local library officials.

TABLE 4

Total Income, by Library Size and Type

	Amount	Total Income Per Capita
System	111,174	3.20
0-4,999	6,780	2.59
5,000-9,999	19,259	2.73
10,000-24,999	106,088	5.40
25,000 +	448,022	3.56
Non-System	52,282	2.50
0-4,999	6,390	2.30
5,000-9,999	17,402	2.30
10,000-24,999	36,823	2.47
25,000 +	254,290	3.33

Total Income

When the separate revenue sources are aggregated and equalized in per capita terms, a clear pattern emerges with regard to total library income. As shown in Table 4, system libraries have a substantially higher total income than non-system libraries. This holds for each of the size

7. The supplemental grant to library systems is legally set at 30 to 60 cents per capita under Public Act 286 which was adopted by the State Legislature in 1965. As currently interpreted, however, this is a ceiling rather than a guaranteed amount, and library systems are currently receiving between 12 and 24 cents per capita, considerably below the authorized amount.

The state aid grant to individual libraries is contingent upon that library having met "minimum standards" during the preceding year. Since penal fine revenues can be included in the category of local support, the actual burden on local residents in the form of property taxes is minimal in terms of qualifying for state aid.

categories as well. With one exception, there is a uniform increase in per capita total income with increases in library size. As given, these figures indicate that both library size and library structure influence the types and amounts of services that are provided. The relative influence of each factor is examined in more detail in the next section.

Types and Amounts of Library Services

The traditional function of American libraries has been to provide books and other literary material for reading, study, or reference. Accordingly, the standard for evaluating library performance has been the amount of this type of material which it makes available to the community. In recent years, however, the concept of "library" has been expanded to include a variety of specialized services and a wide range of non-printed resources. Despite such changes, the definition and role of the library remains tradition-bound. Because this role varies from community to community and because some of the more innovative services and resources are not uniformly supported or accepted, the basic standard for evaluating library performance is still the number of books, newspapers, periodicals and other written materials they provide for community use. Data of this type which are included in the 1968 annual reports is presented and analyzed separately in the following section.

While these data are instructive as to the relative service levels of different types and sizes of libraries, it should be noted that they do not show the non-volume types of services and resources just mentioned and may therefore be a somewhat inaccurate indicator of overall service levels.

Volumes

The three most useful service indicators which can be derived from the data on volumes in the annual reports are mean number of volumes, per capita number of volumes, and percentage of new volumes added during the year. These measures are presented in Table 5.

TABLE 5

Service Measures Based on Volumes, by Library Size and Type

	Amount	Per Capita	% New
System	41,564	1.95	11.5
0-4,999	5,770	2.46	11.2
5,000-9,999 . . .	11,051	2.32	12.1
10,000-24,999 . .	22,635	1.44	14.9
25,000 + ...	166,989	1.42	9.4
Non-System . . .	33,647	2.29	9.0
0-4,999	7,111	2.70	10.8
5,000-9,999 . . .	14,890	2.13	7.9
10,000-24,999 . .	25,598	1.80	6.8
25,000 + ...	147,277	1.80	7.8

System libraries have a significantly higher average number of books, but on a per capita basis non-system libraries have more books in three of the four population categories. For both kinds of structures, small libraries have at least a third again as many books per capita as large libraries, this ratio being greater among system libraries than among non-system libraries. The difference in per capita values between system and non-system libraries can be explained in part by the access of the former to such supplemental resources as interlibrary loans and reference services, both of which would seem to reduce the need for permanent stock. The differences by size are in part attributable to the decreasing need for additional volumes once a minimal resource base has been established, and in part to the greater tendency among larger libraries to keep their collections current by eliminating older, infrequently used books.

The significance of the advantage which non-system libraries have in per capita book holdings is somewhat offset by the fact that in the aggregate, and at all four population levels, system libraries add more new volumes to their collection than non-system libraries. This suggests that system libraries are upgrading their collections more aggressively and will eventually surpass the non-system libraries in per capita volumes held. System membership provides a variety of services which facilitate both the purchase and the processing of books, and this may account for the higher level of book acquisition. Variation in the percentage of new volumes added by size of library is inconsistent, but it tends to be greater among small

libraries. This difference is at least in part due to the nature of the statistic. A ten percent increase in volumes for a small library is less costly, and also likely to be less of a burden, than an equivalent increase in a large library.

Taken together, the per capita book holdings and the percentage of new volumes added show two basic trends. First, small libraries both have more books per capita at the present time, and are increasing their stock at a more rapid rate, than large libraries. Second, system libraries, although currently below non-system libraries in per capita holdings, appear to have a greater incentive and/or capacity for acquiring new book stock than non-system libraries.

Circulation

The second standard measures for evaluating library performance is the extent to which the volumes held are actually used. Table 6 presents the mean values of five useful measures of circulation; absolute circulation, per capita circulation, circulation per hour open, circulation per volume, and percent inter-library loans of total circulation.

Absolute Circulation

In terms of the number of books that are actually circulated, system libraries have a markedly higher overall mean value. For each of the size categories, however, system libraries are higher in only one. This reflects the influence of the greater number of system than non-system libraries in the highest size category.

Per Capita Circulation

When the circulation figures are equalized for population, system libraries are found to have a slightly lower level of circulation than non-system libraries. In all but the lowest size category, more non-system library patrons circulate books than system library patrons. The variation in per capita circulation by size category, however, differs for the two types of structures. Whereas among system libraries it is highest among small libraries, among non-system libraries there is a uniform increase in usage with a growth in library size. The per capita circulation for non-system libraries is almost 30% higher than for system libraries in the largest size category.

The most logical explanation for differences by size and structure is that since non-system libraries have more books per capita to begin with, they will have higher levels of circulation, i.e., the availability of a quality resource center has an accelerator effect on the usage of those resources. There are problems with this explanation, however. First, the volumes per capita decrease rather than increase with size of library for both types of structures. Secondly, per capita circulation figures do not increase by size for system libraries as they do for non-system libraries. While it is intuitively persuasive to see circulation as a function of community size, the data suggest that structure is also relevant. More measures are necessary to explain how.

TABLE 6

Service Measures Based on Circulation, by Library Size and Type

	Amount	Per Capita	Circulation Per Volume	Circulation Per Hour	Percent Interlibrary Loans
System	107,154	4.13	2.37	42.0	8.5
0-4,999	11,291	4.30	1.88	8.0	14.3
5,000-9,999	28,550	4.01	2.51	14.8	6.5
10,000-24,999	65,541	4.12	3.07	26.0	4.1
25,000+	418,495	3.90	2.86	151.0	1.2
Non-System	92,714	4.15	2.05	42.4	2.7
0-4,999	10,621	3.80	1.50	9.3	5.3
5,000-9,999	29,515	4.20	2.11	15.7	.01
10,000-24,999	69,274	4.62	2.69	26.0	.01
25,000 +	450,909	4.80	2.96	190.0	.002

Circulation Per Volume

The number of times during the year that each book is used is a measure of resource usage, while per capita circulation is a measure of community usage of the library. Here system libraries are higher in the aggregate and in all but the largest size category. This suggests that although circulation levels are higher for non-system libraries, resource utilization is greater among system libraries. It also may reflect the inadequacy of system library resources, since the demand for each book is greater. The point at which increases in circulation per volume becomes a liability rather than an asset cannot be determined here, but it is apparent that on an absolute basis, system libraries are more efficient in their resource utilization than non-system libraries.

Circulation Per Hour Open

This measure is designed to indicate the rate, as opposed to the amount, of resource utilization among libraries. It shows that while on an aggregate basis system and non-system libraries maintain a similar average rate of circulation activity, non-system libraries are more active in all but one size category. Among the largest libraries, the circulation rate is 26% higher among non-system than among system libraries. For both types of structures, there is a uniform increase in the rate of circulation with increases in library size. Once again it is impossible to determine the point of diminishing returns where librarians are so busy processing books that they are prevented from performing other kinds of services. When this pattern is coupled with the findings that per capita circulation and per capita volumes held are *inversely* related to library size, one is led to the conclusion that the "coverage" or the penetration of library resources is greater in small than in large communities, while the rate of activity and the demand on existing resources is greater in large than in small communities.

Percent Interlibrary Loans of Total Circulation

One of the major advantages of system membership is greater access to the resources of other libraries through interlibrary loans. Although all libraries can draw upon the holdings of the State Library, members of federated systems theoretically are able to exchange materials much more quickly, efficiently, and inexpensively. The data on the percent interlibrary loans of total circulation indicate how extensively this service is utilized. They show that system libraries rely on interlibrary loans over three times as much as non-system libraries. For both structures, this reliance decreases with size of library. The relatively low utilization of interlibrary loans among large system libraries both reflects their larger collections and higher level of circulation and suggests that they are more of a provider than a user of the service. If the function of large libraries with regard to interlibrary loans is primarily to serve as resource centers rather than co-users, there is a danger that smaller libraries might make such heavy demands on the large library collections that regular patrons of the large libraries would be deprived of their full use. The need for large system libraries to have adequate resources to meet its own needs as well as those of its constituent members is thus a condition which may be more obvious than real.

Additional Measures of Service

Several useful measures remain that are related neither to volumes nor to circulation. They are the number of periodicals and newspapers held, the hours per week open, the number of total employees and the number of professional employees. These figures are presented in Table 7.

Periodicals and Newspapers

As a group, system libraries have significantly higher numbers of periodicals and newspapers than non-system libraries. This is primarily due to the particularly high figure for the largest category, since in two of the remaining three categories non-system libraries rank higher. Only in the 5,000-9,999 category do system libraries have more. For both types, the 0-4,999 and the 10,000-24,999 size categories have a higher figure than the 5,000-9,999 category, a pattern which might be explained as reflecting a high minimum acceptable level of newspapers and periodicals in

TABLE 7

Library Service Measures, by Size and Type of Library

	Periodicals & Newspapers	Periodicals & Newspapers Per Capita	Hours Open	Total Employees	Professional Employees
System	198.2	.048	36.6	12.8	8.0
0-4,999	48.3	.074	24.1	1.3	2.3
5,000-9,999	87.4	.032	38.4	1.7	1.1
10,000-24,999	110.3	.039	48.0	4.8	1.8
25,000 +	706.3	.028	57.2	49.0	14.2
Non-System	111.6	.053	35.6	6.0	4.0
0-4,999	61.4	.068	22.3	1.3	1.0
5,000-9,999	74.7	.040	37.5	2.3	1.1
10,000-24,999	133.3	.055	49.4	4.1	4.8
25,000 +	282.8	.041	57.8	22.3	5.6

the first case and the distinctive interests of the population served and/or resources of the library in the second.

Hours Open

The number of hours open per week is clearly a function of library size more than structure. While system libraries are open slightly more than non-system libraries, the difference in the aggregate and at all size levels is negligible.

Total Employees

System libraries have an average of over twice as many employees as non-system libraries. Although there is a uniform increase for both types of structure with increases in library size, particularly between the 10,000-24,999 and the 25,000 and above categories, the increase at this level for system libraries is twice as great as it is in non-system libraries. This clearly suggests that the level of services among large system libraries is higher than its non-system counterparts. On a per capita

TABLE 8

Types of Expenditures, by Library Size and Type

	Salaries			Capital			Overhead			Materials		
	Amt.	P/C	%	Amt.	P/C	%	Amt.	P/C	%	Amt.	P/C	%
System	74,837	1.33	53.2*	34,277	.55	33.7	13,235	.69	28.1	14,294	.52	22.0
0-4,999	22,645	1.05	48.3	1,725	.25	40.1	2,207	.85	35.0	1,526	.51	23.3
5,000-9,999	8,944	1.25	51.3	2,790	.23	21.1	4,041	.58	23.8	3,687	.55	26.0
10,000-24,999	22,416	1.34	54.9	61,110	.17	41.7	12,105	.73	27.3	7,087	.43	17.9
25,000 +	344,095	2.07	65.4	92,965	.49	31.3	48,401	.40	16.1	58,323	.59	18.3
Non-System	31,503	1.25	56.4	12,956	.29	45.1	7,555	.88	32.6	10,821	.55	29.2
0-4,999	2,731	.95	52.0	1,753	.18	54.2	3,191	1.41	50.0	1,773	.61	37.4
5,000-9,999	8,446	1.14	53.7	5,305	.36	25.7	3,084	.41	20.0	3,479	.48	25.8
10,000-24,999	21,755	1.47	62.3	22,401	.75	89.3	6,244	.43	17.8	6,827	.45	20.0
25,000 +	159,714	2.10	67.3	29,515	.22	17.0	27,638	.40	13.5	50,800	.56	19.2

Amt. = Amount
P/C = Per Capita
% = Percent

*See footnote 4, page 8 for explanation why percentage figures do not total to 100%.

basis, the variation by structure is diminished although system libraries still rank higher. As might be expected, per capita employees is markedly higher for the smallest size category and relatively similar for the remaining three.

Professional Employees

System libraries have more than twice the average number of professional employees as non-system libraries, most of this gap being the result of the differences in the largest size category. On a per capita basis, the pattern is similar to that for total employees. This data will be made more meaningful in the discussion of salaries.

Types and Amounts of Library Expenditures

Michigan libraries categorize their expenditures under four major headings. In decreasing order of importance, they are salaries, capital, overhead, and material. The mean values for the total, per capita, and proportional expenditures under each of these headings for the ten size and structure categories are presented in Table 8.

Salaries

The single largest expenditure for all sizes and types of libraries is salaries. The proportion ranges from a low mean value of 48.3% to a high of 67.3%. Differences in proportions by structure are minimal, being slightly higher for non-system libraries in the aggregate and in all four size categories, a finding which is expected in view of their generally smaller budgets. More significant variation occurs by size, where there is a uniform increase in both per capita and proportional expenditures for salaries with each increase in the population served. Since the percentage of professional employees to total employees remains roughly constant except for large libraries the finding can be explained in two possible ways; employees in larger libraries earn higher wages, and/or the maintenance and service requirements of large libraries are proportionally much greater than those of small libraries. Both explanations are probably correct. Wages in urban areas tend to be higher than in rural areas, and as organizations grow in size, functions become more specialized and require proportionally higher levels of manpower. Whether or not the doubling in per capita salary expenditures can be justified on a cost effectiveness basis remains an open question. This will be examined more carefully in the concluding section.

Capital Expenditures

The amount of money spent on capital improvements for libraries is a deceptive and somewhat limited measure as it is used here. Capital improvements involve commitments of large sums of money, and at any given time there will be relatively few libraries involved in such projects. The absolute, per capita, and proportional mean values do not show variation within the ten size and structure subdivisions, and there is no way of knowing whether the amount represents expenditures by a third, two thirds, or all of the libraries in each category. Given this limitation, however, the figures can be used as a rough indicator of the level of construction and major improvements which is currently funded.

Although system libraries are spending over two and a half times as much money on capital improvements as non-system libraries, this represents an average of only 33.7% of their total expenditures as opposed to 45.5% of the non-system total expenditures. In all but the largest size category, non-system libraries are spending proportionally more. Whether such improvements are by choice or necessity cannot be determined here, but the question can be examined more closely in the discussion of overhead expenditures.

The strongest variation occurs by library size within each of the structural categories. Among both system and non-system libraries, those serving populations of 0-5,000 and 10,000-25,000 are spending significantly higher proportions of their revenues on capital improvements. For these two size categories, non-system libraries are spending proportionally higher amounts. Without trying to over-estimate their significance, these data suggest that libraries in small communities, particularly those not belonging to systems, are spending their

monies for repair or renovation of existing structures, while libraries in medium-size communities of between 10,000 and 25,000 particularly those not belonging to systems, are concerned more with accommodating a growing population and improving library facilities.

Overhead

As with capital expenditures, overhead is higher in total mean expenditures among system than among non-system libraries, but on a per capita or proportional basis non-system libraries rank higher. This is primarily due to the inordinately high overhead expenses for the smallest non-system category, over three times the per capita amount spent by any of the other non-system categories. Small system libraries have the second highest per capita and proportional overhead expenses. Since libraries in small communities tend to be older as a group than those in larger communities, the relatively high overhead costs would suggest that the capital expenditures for such libraries would be more remedial in nature, going for renovation and major repairs of the existing structure. The relatively low overhead expenditures of larger libraries, together with the increased demands on library facilities which occurs when communities of this size are growing rapidly, suggests that capital expenditures in the 10,000-24,999 range are more expansion and improvenent oriented and are a direct function of additional demands which occur at this level for library services.

In the three largest size categories, system libraries spend more of their revenue on overhead than non-system libraries. Although there is a consistent decrease by library size in proportional overhead costs among non-system libraries, the pattern is irregular for system libraries. One explanation for the higher costs is that the additional resources and services provided by systems require higher service and maintenance levels at the local as well as at the system headquarters level.

Materials

It is significant that the proportionally least important expenditure for Michigan libraries is for their contents. While this is easily understandable when the category is seen as a resource supplementing and maintaining expense rather than one for creating library collections, it is still an impressive example of the kinds of secondary, peripheral expenses that intervene between an individual and a desired product. This is not to say that non-material expenditures among libraries are an obstruction or are of no value, but simply that libraries as they have been traditionally defined cost considerably more to create and maintain in terms of their product (books) than one might expect.

The proportional expenditures for materials among non-system libraries is markedly greater than for system libraries. This holds for size categories as well. In terms of per capita expenditures, non-system libraries as a group again have the higher figure, but for half of the size categories, system libraries spend more. These patterns are irregular, and explanations on the basis of structure alone are difficult. The differences are enough, however, to suggest that resources available through the system structure such as interlibrary loans, as well as the possibility of lower costs per volume through quantity purchasing by the system for its members, may reduce both the need and the per unit cost factors.

More interesting differences in expenditures for materials are found by library size. For both types of structures, large libraries spend proportionally less on materials than small libraries. While the per capita figure varies irregularly, being higher in the smallest and the largest categories, the proportional expenditures decline uniformly by library size among non-system libraries and show a marked drop among libraries serving over 10,000 among system libraries.

These figures by themselves indicate that the emphasis given to additional materials tends to be greater in small and in large libraries, but that such emphasis is based on factors other than the number of people served, the size of the collection, or the size of the budget. The irregular decrease by library size in the proportion spent on materials suggest that their adequacy is measured more in fixed than in relative terms. Once a minimal resource base is established, the acquistion of new materials is apparently subordinated to other needs.

Total Expenditures

The aggregate expenditures, on both an absolute and per capita basis, tend to confirm the patterns noted in the individual expenditure categories. These are presented in Table 9. The mean expenditures for system libraries as a group is over double that for non-system libraries, most of this due to the differences in the largest size category. Differences by structure decrease when expenditures are viewed in terms of population served. While still higher in the aggregate and in all size categories, system libraries do not spend as much more per person than non-system libraries, particularly in the largest size category, as might be expected. The largest absolute and per capita difference occurs by size of library, where the largest libraries spend considerably more than the other three categories. This reflects the sharp increases in costs, particularly salary costs, that accompany increases in library size. The variation in expenditure patterns associated with both size and structure of library can be best seen when the individual expenditure categories are examined in relation to one another.

TABLE 9

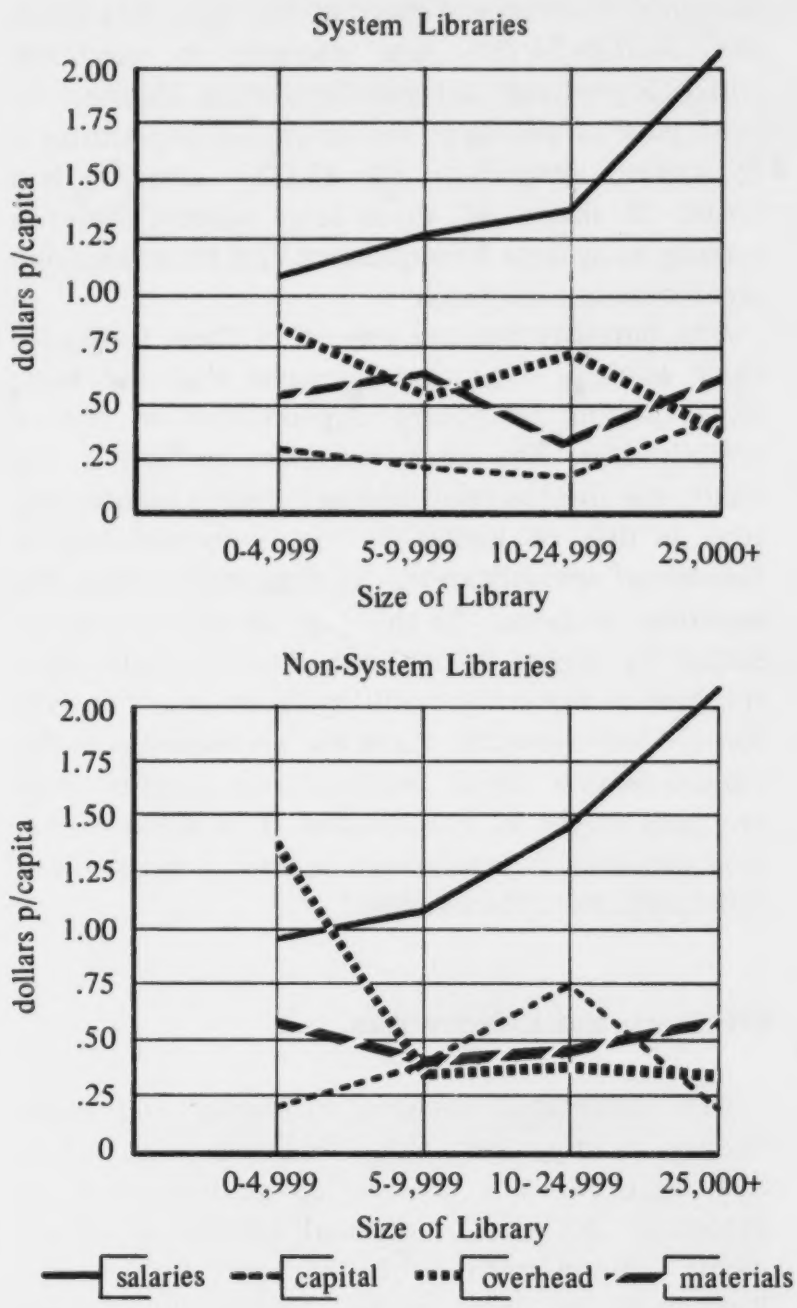
Total Expenditures, by Library Size and Type

	Amount	Per Capita
System	101,579	2.47
0-4,999	6,010	2.26
5,000-9,999	16,275	2.32
10,000-24,999	41,990	2.50
25,000 +	449,430	3.07
Non-System	48,282	2.21
0-4,999	5,508	1.97
5,000-9,999	14,755	2.00
10,000-24,999	34,862	2.36
25,000 +	238,095	3.06

Overall Patterns

Chart 1 graphically presents the proportional emphasis among the different size and structure categories on different types of expenditures.

CHART 1



Several patterns are apparent. First, it is clear that the proportion of total expenditures spent on salaries constitutes the most consistent and uniform trend, and that it is a function of library size rather than structure. Secondly, overhead expenses appear to decrease proportionally with library size, particularly among non-system libraries. Third, capital expenditures vary irregularly by library size more than structure; the only apparent difference between system and non-system libraries is that capital expenditures show a large rise in the non-system size category of 10,000-24,999 while it is only in the system size category of 25,000+ that a roughly similar rise is displayed. In explanation of this, one may hazard a guess that non-system libraries cannot avail themselves of the cooperative and efficient use of space engendered by system

membership and thus must provide for great amounts of additional space by the time they reach the 10,000-24,999 size category–a condition which is probably delayed for system libraries. At least part of the large rise in capital expenditures by system libraries in the 25,000+ category is a result of many of these large system libraries serving as system headquarters and thus requiring greater space resources.

The patterns that are present in Chart 1, despite their obvious limitations, suggest that the basic issue relating to library expenditures is one of effectiveness. The most consistent pattern in the chart, the inverse relationship between salaries and size, is due to higher service levels and greater functional specialization. As suggested earlier, the question becomes: Is the gain in services represented by higher salary expenditures greater than the loss in materials resulting from such expenditures? Unfortunately, there are no measures in the annual reports which confront this question, and any that might be constructed from the available data can only be interpreted as limited measures of efficiency, not effectiveness.[8]

Efficiency and Effectiveness

The distinction between efficiency and effectiveness is important, yet it is one which is often lost sight of by cost analysts as they seek to determine points of "optimal return on investment" among both public and private agencies. Particularly in view of the findings that show system libraries to cost substantially more to operate than non-system libraries, it must again be emphasized that the present data is quite narrow in scope and precludes any assessment of the relative effectiveness of the two types of structures. On a pure efficiency basis, that is, cost per unit of service, it can be shown that non-system libraries are clearly superior. Using salary cost and total cost per circulated book for measures, Table 10 demonstrates such a finding.

TABLE 10

Library Efficiency

	Salary Cost Per Circulated Book	Total Cost Per Circulated Book
System	.41	.79
0-4,999	.31	.72
5,000-9,999	.44	.88
10,000-24,999	.33	.61
25,000 + ...	.66	1.01
Non-System	.36	.67
0-4,999	.37	.79
5,000-9,999	.26	.51
10,000-24,999	.33	.54
25,000 + ...	.47	.69

The fallacies and dangers in such an approach should be obvious. If a narrow conception of efficiency were to be made the standard of evaluation for library performance, much of what libraries currently provide could no longer be justified. Books not meeting minimal circulation standards would have to be dropped from collection. New purchases would be based on anticipated usage rather than acknowledged quality. Hours of operation would be limited to periods of greatest activity. Specialized professional services would have to produce tangible increases in patron satisfaction. In general, a specified level of "payoff" would have to be demonstrated for every unit of service provided.

One of the great attractions of libraries for its patrons are the very things which increase their expenses: librarians who take time to help locate an obscure piece of information; shelves that contain little used books on esoteric subjects; reading rooms that are empty enough to permit effective study; magazines that are available without a twenty minute wait; overdue fines that aren't collected. All of these are inefficiencies, yet they also allow libraries to flourish in an era when reading is increasingly challenged by other forms of entertainment. In this sense, they can be said to be far more effective than they are efficient. Effectiveness as it is used here is largely intangible. It consists of broadening perspectives, of guiding and molding public values and attitudes rather than merely pandering to them. Libraries will continue to be effective only insofar as they are able to make available to their patrons a maximum range

8. In order to make the annual report of the individual libraries as useful as possible for whatever aggregate analyses of this type are conducted in the future, it is recommended that they be expanded to include the full range, in both type and number, of the services which the library provides to the community. The categories as they are currently constructed are so general that they are virtually useless in terms of knowing what types of libraries provide different levels and amounts of specific services.

of resources and services. A narrow conception of efficiency would seriously undermine this capability.

The argument for effectiveness rather than efficiency in library administration does not carry with it the notion of financial irresponsibility. Library officials have an obligation to carefully weigh the consequences of alternative programs and policies in terms of cost effectiveness. Particularly in view of the low priority which libraries generally have on the legislative agenda relative to other public services, it is essential that decisions relating to revenues, services, and expenditures be based on some understanding of the interactive effect of different revenue sources and the manner in which such revenues are spent. The preceding analysis has attempted to illuminate these patterns in a preliminary fashion using the arithmetical mean for ten categories of library size and structure. Although tentative and incomplete, the explanations of these patterns provide a useful overview to the more specific findings in other parts of the study.

The second part of the financial analysis is concerned with testing some specific relationships using correlational techniques.

Part II — Relationships Among Revenue, Expenditures, and Services

Method

The statistical method chosen to analyze the complex relationships among revenue sources, expenditure functions and service levels is that of the correlation coefficient.

All measures in this study are degree variables. Each variable is expressed as a numerical quantity for each library rather than a categorization. All variables are expressed in terms of the original data; for example, people, dollars, books, employees, etc.

Simple correlation coefficients are appropriate statistics for measuring the extent to which sets of degree variables are related. The simple correlation coefficient measures the closeness of the association between two measures. It can range from a 1.0, indicating a perfect positive relationship to a −1.0, indicating a perfect negative relationship: a correlation of zero or near zero indicates no relationship. The size of the correlation coefficient describes the strength or weakness of the relationship between two variables. The correlation coefficient is standardized so that differences in the size or range of the variables do not effect the coefficient. Correlation coefficients are always comparable: that is a large coefficient indicates a closer relationship between two variables than a small one regardless of the kinds of units or amounts represented in the sets of measures.

Social scientists usually do not produce perfect correlations, or for that matter correlations that even approach such high levels. The values that are placed upon low coefficients are inversely associated with the development of the science. It seems safe to say that the systematic study of political science, or organizational behavior as in this study, is not highly developed. Any ability to explain variation represents an increase in our level of knowledge. Perhaps those in other disciplines may feel uncomfortable with the emphasis placed upon low correlations. But the identification of any explanatory relationships, however weak they may be, are always useful if proper weight is assigned to them. Interpreting the significance of a particular finding is really an exercise in personal judgement. The tables in this study report all coefficients, whether they are interpreted in the text or not, so that the reader can exercise his own judgments as he wishes.

Two problems are inherent in the use of correlational analysis and they must be brought forth and discussed. The first of these is making inferences from correlation statistics. It should be recognized that there is a serious gap between the language of correlation and the language of explanation. In describing the relationship between expenditures and service, explanatory language implies that expenditures determine, account for, produce, result in, or explain, service outputs. Yet statistical correlations can at best tell us only how close the association is between variations in expenditures and variation in service levels. It is quite clear that the causal language of our model is not the same as the relational or associative language of correlation analysis. Day is always followed by night but we do not infer from this concomitance that days produce, determine, or explain nights. However, the logic of our model, as well as common practice of writing style often employs the same language.

The second problem stemming from the gap between the language of explanation and the lan-

guage of the research involves the differentiation of independent from dependent variables. In our explanatory model total expenditures and service levels are designated as the dependent variable at times, while sources and expenditures are treated as independent variables at other times. This differentiation is not a product of the structure of our analysis. However, in the mathematics of the correlation coefficient, there is no basic differentation between independent and dependent variables. Whatever appears on the left-hand side of an equation is conventionally referred to as the dependent variable. Yet by definition things that appear on the left- and right-hand sides of an equation are equivalent and interchangeable. Thus our equation postulates that variation in service levels is a function of variation in expenditures. However, it is algebraically possible to turn the equation around and state that variation in expenditures are a function of variation in service levels. While this interchangeability is mathematically possible, it is not possible conceptually or in the intuitive logic of the model. Again the language of explanation is not congruent with the language of research operations.

A final methodological note refers to the conversion of most measures from their absolute values to per capita. This operation was performed to provide comparability between libraries. It makes little sense to compare the amount of money spent by the largest and the smallest library in isolation from the size of the population served. Thus although Detroit may spend seven million and Dearborn one-and-a-half million, the population served by Detroit is almost sixteen times as large. Consequently, the amount of money spent per capita is not larger in detroit, for in fact Dearborn spends four times as much on a per capita basis as does Detroit. It is the per capita figure, which controls for the influence of population that is employed as our basic statistical measure.

The original assumption in this report was that per capita state aid would not fluctuate from library to library. This reasoning was based on the fact that all state aid to local libraries is supposedly the product of a 5 cents per capita grant. On investigation, however, it was discovered that some variation did take place in terms of per capita state aid to local libraries. Systematic explanation of this variation is impossible due to a number of gaps in the data, but some explanation can be given. First, it can be noted that state per capita grants are based on 1960 population figures while the population served data (as found in annual financial statements) includes not only populations residing in the confines of the sponsoring governmental unit, but also populations with which the library maintains contracts. This disparity between what state per capita grants are based on and the population figures presented in the financial statements can account for part of this variation. Second, there are a helter-skelter assignment of state funds to some libraries on a basis other than per capita grants. In the financial statements, however, libraries do not indicate in separate fashion these other sources of state funds. Therefore, our per capita state aid figures will vary in terms of reflecting these nuances. Since variation was discovered in per capita state aid it was decided the statistical design of correlational analysis could be applied to an analysis of per capita state aid similar to that done for the other revenue sources.

Up to this point, the statistical analysis in this chapter has employed a comparison of means, per capita amounts and percentages for system and non-system libraries, and the various size categories within these two organizational divisions. This has provided descriptive analysis measures that summarize a large number of observations. The following material employs a different kind of statistic which can help answer another kind of question. We employ a simple correlation coefficient to ask: How does one variable influence the value of another? How is one variable able to account for variation in another? Can variation in a variable be explained by another?

Total Expenditures as a Revenue Source

The first question to be explained by this method treats variation in total per capita expenditures as the dependent variable to be accounted for. Expenditures are the central measure of political system outputs. One cannot pursue any program or policy without funds and thus activities can be converted to the common denominator of money to represent the level of its activity.

Consequently, the analysis of variation in expenditure levels had been extensively researched by both political scientists and economists. In this report we investigate: Why does one library spend more money than another? By the comparison of statistical means we know that system libraries

spend 27c more per capita than do non-systems ($2.47 to $2.20). We also observe a clear and consistent relationship between size of the population served and the amount of money spent, as large libraries spend more than small ones.

Now, we seek to explain this apparent difference, within each of the previously designated categories of organization and size, by the correlation of revenue sources to total per capita expenditures. What is the influence of receiving differing amounts of money from each of the five sources of revenue upon the total amount of money spent? Can one account for differences in per capita expenditure by the fact that libraries receive different amounts of money from the alternative revenue sources?

Productivity

The influence of revenue sources upon expenditure levels is theoretically very strong. Research literature has been directed toward this question of elasticity, or productivity of various tax systems. In this literature different modes of generating revenue are demonstrated to result in different amounts of money being produced. Given an equal rate of taxation, increases in personal income will result in varying amounts of income from each source. Thus a personal income tax is more productive than a sales tax, which in turn is in itself more productive than the property tax. Thus reliance on property tax for funds is relatively unproductive source of financing. This can have considerable impact upon the level of expenditures of Michigan libraries. Although the previously mentioned sources of income do not exist for Michigan libraries, essentially the same type of analysis and concept can be applied to the analysis of the existing revenue sources.

Distribution

The importance of the formula employed to distribute both state aid and penal fines can also be instrumental in determining the level of expenditures. Monies can be allocated on the basis of (a) population (b) wealth (c) tax effort and (d) to achieve an instrumental purpose or goal. Each of these methods can have substantially different effects on the amount of money any particular unit of government will receive. At present the formula of distribution of state aid and penal fines to individual libraries is based on a simple per capita basis. Each and every library receives an amount of money that is proportionate to the size of the population it serves. The consequences of this method of allocation for expenditure levels remain to be seen.

In essence, we are analyzing the influence of receiving revenue from the different sources upon the total amount of money spent. What effect does a high amount of money from either property tax, penal fines or state aid have upon the total per capita expenditures? Does receiving a high amount of money from either of these sources serve to increase expenditures? Does receiving a high amount of money from either of these sources serve to increase expenditures? We compare the alternative sources of income to find out which source is most important in accounting for variation in expenditures.

All Libraries

Table 11 presents the correlation coefficients relating per capita total expenditures to the per capita amounts received from each of the five revenue sources for all 317 libraries included in this analysis.

TABLE 11

Property tax	.75
Penal fines	.10
State aid	.12
Contractual fees	.31
Other income	.49

This table produces very significant findings. There is a strong relationship between the amount of money received from local property tax and total expenditures, at the same time there is a noticeably weak relationship between expenditures and both state aid and penal fines. One can conclude from this that the single variable that accounts for one library spending more money than another is the amount of money it receives from local property tax. If one library receives more money than another in either penal fines or state aid—or even for that matter receives less

money from these two sources than another—this does not have an effect on the total level of library expenditures. Although these two sources of income account for 43.3% of total library revenues they do not have any impact upon spending variations among libraries. Property tax, based on local wealth and local effort is by far the dominant influence on the different spending levels found among Michigan Public Libraries.

The implications of this finding for the question of achieving adequate library financing in the state is considerable. It questions the importance of both penal fines and state aid. The constitutionally guaranteed penal fine revenue for libraries is a most cherished source of income and one that is most jealously guarded by librarians. However, this study would indicate that the real impact of penal fines upon expenditures is minimal, as it does not function in any consistent pattern to total library expenditures. Similarly the present formula for the distribution of state aid can result in the same outcome. It does not function as a catalyst, or incentive, or as a mechanism by which expenditures for libraries are increased.

Given the absence of any association between either state aid or penal fine incomes to variation in expenditures, the influence of property tax, standing alone as the only explanation of expenditure variation, takes on increased importance. The research conducted on the property tax, extending up to the recent report on school financing in Michigan has clearly shown it as a source of income inherently inequitable and creating disparities among communities. Areas that possess wealth in property values can afford to and subsequently do spend more money than those communities that do not have the resources. We clearly see in this analysis of library financing a reaffirmation of this fact. The role of state aid or penal fines does not seem either to effect total expenditures or equalize the basis of property tax.

TABLE 12

System and Non-System Totals

System		Non-System	
Property Tax	.70	Property Tax	.83
Penal Fines	.08	Penal Fines	.26
State Aid	.18	State Aid	.02
Other	.53	Other	.39
Contractual Fee	.45	Contractual Fee	.13

Examining this relationship, as all libraries are divided by their component organizational forms, we notice that the impact of state aid upon spending variation is slightly more important in system libraries than among non-system libraries. At the same time we see that the impact of property tax and penal fines grows in importance among non-system libraries as compared to system libraries. This difference can be explained as membership in a system ties the library into a statewide system of financing. This added revenue source then serves to increase these libraries expenditures. Correspondingly non-system libraries are dependent upon more local sources of revenue and rely upon penal fines and property tax for financing.

Although these differences do exist, the magnitude of the correlations still have not changed appreciably. The relationship between revenue sources and expenditures are still marked by the predominant influence of property tax and the absence of effect of both state aid and penal fines upon expenditures. System and non-system libraries look more alike than different in the relationship between source of income and expenditure levels. We shall pursue this analysis by a further and more detailed examination of the association between revenue sources and expenditures for both system and non-system libraries within the four delineated size categories.

TABLE 13

Libraries Serving Population Below 5,000

	System	Non-System
Property Tax	.74	.71
Penal Fines	.27	.39
State Aid	.45	. 0
Other	.64	.51
Contractual Fees	.82	.20

As compared to the correlations for all libraries that are within the two structural categories, system libraries in the size category of 5,000 and below show an increase in the strength of the relationship between each of the revenue sources and total spending. There is less disparity among the revenue sources in their effect upon spending variation as they are of more equalized importance in accounting for spending variation. Non-system

libraries do not exhibit this pattern. For this group, the influence of property tax decreases slightly, penal fines increase slightly and state aid remains constant in their relationship to total spending.

If we now look at the difference between system and non-system libraries in the relationships solely within this size category, the varying role of state aid is most noticeable. In systems the correlation to total expenditures of state aid is .45, in non-systems it is zero; a differential that is considerably greater than that exhibited in system and non-system totals. This difference is the greatest among any of the other size categories. (At the same time the correlation of .45 is the largest among any system size category.) Clearly the impact of state aid as a catalyst to total spending is greatest in the smallest size group of libraries. A small library which joins a system, as compared to one that does not join, clearly receives an important financial boost to its level of total spending.

TABLE 14

Libraries Serving Populations Between 5,000 and 10,000

	System	Non-System
Property Tax	91	90
Penal Fines	21	48
State Aid	31	50
Other	33	23
Contractual Fees	19	36

In this size grouping, revenue sources in non-system libraries as compared to that for all non-system libraries exhibit a general increase in the strength of their relationship to total spending. There is less disparity among the different revenue sources, and a more equal rate of each income source similar to that previously described for system libraries below 5,000.

Comparing system and non-system correlations within this size category we see that a greater disparity in the impact of penal fines upon expenditures than in all system and non-system libraries. The differential of .27 shows that penal fines are more important (.48) in non-system libraries than in system libraries (.21). The influence of property tax stands as the most noticeable of the correlation coefficients in this size category. The values of .91 and .92 for system and non-systems respectively is quite high. It emphasizes the overall conclusion that property tax is the dominant influence in accounting for expenditure variation among libraries.

TABLE 15

Libraries Serving Populations Between 10,000 and 25,000

	System	Non-System
Property Tax	.96	.92
Penal Fines	.14	.29
State Aid	.10	−.17
Other	.60	.40
Contractual Fees	0	.27

The relationships in this size category are marked by the exceptionally high correlations that property tax reaches. It is .96 in systems and .92 in non-systems, both exceedingly strong relationships.

The other important relationship in this set of correlations refers to the role of state aid in the financing of non-system libraries. We observe here for the first time in the analysis, the existence of a negative relationship between the amount of money received from state aid and total expenditures; that is the more one receives from state aid the less one spends or, conversely the less one receives from state aid the more one spends. This implies that state aid functions as a depressant to total expenditures. A possible explanation for such a relationship is that in this sub-category the amount of money received from state aid constitutes the largest percentage of total income than in any other. The reason that such reliance upon state aid decreases total expenditures is because it generates a smaller amount of money in absolute dollar terms. Thus the total amount of money that is actually available to be spent is in fact low, resulting in less per capita expenditures than other libraries.

TABLE 16

Libraries Serving Populations Above 25,000

	System	Non-System
Property Tax	.57	.86
Penal Fines	−.20	.04
State Aid	.15	0
Other	.64	.25
Contractual Fees	.55	.42

In systems, property tax, penal fines and state aid all decrease in the strength of their relationships. Most crucially, the role of penal fines is a negative .20, acting similar to state aid in the non-system 10,000 to 25,000 population category, as a depressant to total per capita expenditures. Thus we see that the per capita amount of penal

fines for this category is the lowest amount of any of the 11 categories of the analysis. Receiving more money, on a per capita basis from this source, does not provide sufficient amounts of revenue to generate a high total per capita expenditure. Thus the more per capita penal fines received, the lower the total expenditures.

In this size category for non-systems the role of property tax is enhanced by the absence of any relationship between expenditures and either state aid or penal fines. Especially in regards to penal fines which is now the lowest of any other non-system size category. Its value of .04 shows a complete absence of any association to total expenditures as compared to previous values of .39, .48 and .29 in the other size categories. This highlights the crucial and dominant role that local property tax plays in the financing of public libraries in Michigan.

Summary of Findings

The dominance of property tax as a determinant of expenditure variation is the most important conclusion reached in this analysis. The very high correlations displayed in all size categories and in both system and non-system libraries leaves no doubt about this fact.

There is a consistent and clear relationship between the size categories and the strength of the relationship between penal fines and expenditures. Smaller libraries are more influenced by penal fines although the magnitude of the relationship is moderate, never reaching the very high correlations of property tax. In the larger categories, penal fines are either of no impact, or of a negative one. Non-system values are consistently higher than system ones in this regard. This can be explained due to the restricted property tax base of smaller libraries compared to larger ones. Thus we see reliance upon "outside" sources of income. A similar pattern is found for state aid: it is generally of more importance in small libraries than in large ones and in systems than in non-systems. Again this is due to the reliance upon outside sources of revenue in small libraries.

Analysis of Revenue Sources

Having looked at variation in expenditures as they are associated with different sources of income, it is worthwhile to pursue an analysis of income sources. By the use of correlation analysis, we were able to explore the internal relationships among the five sources of revenue. How are the five sources of income related to one another? Do libraries that receive a high amount of money from one also receive a high amount of money from another; or does receiving a high amount of money from one result in a low amount of money from another? Such questions enable a fuller examination of the role of state aid and penal fines in the financing of Michigan libraries.

All Libraries

The following matrix is derived by the correlation of per capita revenue from each of the five sources with one another.

TABLE 17

Property Tax	xxx				
Penal Fines	.01	xxx			
Other Income	.16	.00	xxx		
Contractual Fees	.02	.28	.09	xxx	
State Aid	.06	.00	−.03	.05	xxx
	Property Tax	Penal Fines	other Income	Contractual Fees	State Aid

The overall low correlations very clearly demonstrate the almost total absence of any relationship among the sources of revenue. Receiving money from one source is not related in any way to receiving money from another source.

At the same time the absence of even high positive correlations also shows that state aid or penal fines does not serve as a catalyst to spending by the local community. Thus a high correlation would show that receiving a high amount of revenue from these two sources functions to increase local financial support of libraries. A matching formula, or some sort of purposeful distribution of monies would result in such a correlation being shown. Thus neither state aid nor penal fines seems to be distributed on any rational basis or with any purpose in mind. They have no impact upon total spending nor any relationship to other revenue sources. The correlation matrix for system and non-system libraries display the following patterns:

Moving from systems to non-systems the relationships do not appreciably alter. There is little difference between these two organizational categories, except in the slight relationship between state aid and property tax which is greater in systems than in non-systems. (It should be noted that the negative relationship between property tax and both penal fines and state aid shows no statistical significance, having a magnitude of but −.02 and −.04 respectively.)

If we examine again this specific relationship by size categories, we find the following patterns:

TABLE 18

System

Property Tax	xxx				
Penal Fines	.01	xxx			
Other Income	.14	−.01	xxx		
Contractual Fees	.11	.26	.20	xxx	
State Aid	.12	.01	−.20	.13	xxx
	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid

Non-System

Property Tax	xxx				
Penal Fines	−.20	xxx			
Other Income	.23	.17	xxx		
Contractual Fees	−.14	.39	.02	xxx	
State Aid	−.04	.05	−.06	.06	xxx
	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid

The important relationship displayed by this table is the strong correlation between state aid and property tax of .65 which increases by .12 in all system libraries. What this implies is small libraries that join systems are only those libraries that have a strong property tax base, enabling them to finance the additional costs of system membership. They then in turn receive the additional financial advantages of system membership. This is in line with the previous finding that in this size category state aid displays the highest correlation to total expenditures. For these libraries a mutual reinforcement of state aid and property tax is in effect. Those that can afford to join a system do so and thereby receive an added financial boost to total expenditures.

No significant relationships are found in this table. In non-system libraries there is very little difference to system totals, while in non-systems compared both penal fines and state aid increase their correlation to property tax, but with no significant meaning.

TABLE 19

Libraries Serving Populations Below 5,000

System

	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid
Property Tax	xxx				
Penal Fines	−.06	xxx			
Other Income	.32	.08	xxx		
Contractual Fees	.73	.46	.30	xxx	
State Aid	.66	.10	.03	.85	xxx

Non-System

	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid
Property Tax	xxx				
Penal Fines	.10	xxx			
Other Income	.09	.28	xxx		
Contractual Fees	−.10	.49	−.05	xxx	
State Aid	.01	−.02	−.02	.03	xxx

TABLE 20

Libraries Serving Populations of 5,000 and 10,000

System

	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid
Property Tax	xxx				
Penal Fines	−.16	xxx			
Other Income	.18	.04	xxx		
Contractual Fees	−.05	−.21	.02	xxx	
State Aid	.18	−.07	.12	.54	xxx

Non-System

	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid
Property Tax	xxx				
Penal Fines	.30	xxx			
Other Income	.42	.24	xxx		
Contractual Fees	.02	.25	−.02	xxx	
State Aid	.28	.50	.25	.17	xxx

TABLE 21

Libraries Serving Populations Between 10,000 and 25,000

System

Property Tax	xxx				
Penal Fines	−.03	xxx			
Other Income	.62	−.03	xxx		
Contractual Fees	−.41	.51	−.03	xxx	
State Aid	−.07	.25	−.14	−.19	xxx
	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid

Non-System

Property Tax	xxx				
Penal Fines	.12	xxx			
Other Income	.39	−.06	xxx		
Contractual Fees	.10	.40	.29	xxx	
State Aid	−.35	.37	−.25	.45	xxx
	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid

In this size category the anticipated negative relationship between both state aid and penal fines emerges for the first time. It is most strongly displayed in the −.35 correlation between state aid and property tax in non-system libraries. The only tendency toward negative correlations in systems libraries is observed in the correlations of penal fine and state aid at −.03 and −.07 respectively. The significance of this relationship emerges fully within the largest size category of libraries.

TABLE 22

Libraries Serving Populations of Above 25,000

System

Property Tax	xxx				
Penal Fines	−.27	xxx			
Other Income	.33	−.25	xxx		
Contractual Fees	.14	−.04	.48	xxx	
State Aid	.04	−.11	.13	−.22	xxx
	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid

Non-System

Property Tax	xxx				
Penal Fines	−.35	xxx			
Other Income	.40	−.12	xxx		
Contractual Fees	.08	−.20	.12	xxx	
State Aid	−.12	.35	−.14	−.57	xxx
	Property Tax	Penal Fines	Other Income	Contractual Fees	State Aid

Here we see in a clear and consistent fashion that both state aid and penal fines function as moderately important equalizing forces. For non-systems, property tax and penal fines is −.35 and property tax is −.12. In systems penal fines is −.27 while state aid, although positive at .04, is weaker than system totals.

We observe a very clear pattern that as the size of the library increases, state aid and penal fines is negatively related to the amount of property tax revenue generated. Thus the equalization process, referred to above, seems to be functioning. That is the more received from local property tax the less money received from either of the two "outside" income sources. At the same time, those libraries within this size category are poorer and generate less local taxes than others and receive more from these two oustide income sources.

The Relationship Between Expenditures and Service Levels

The third question to be examined by the use of correlations goes to the very foundation of input-output theory. It is assumed that "spending levels provide the wherewithal for services and therefore are necessarily high or low where service levels are high or low."[9] Is there an association between the level of expenditures and the amount of service provided? Do libraries that spend more money than others provide a higher level of service than others? Conversely do those libraries that spend less provide a lower level of service. Does in fact the amount of money spent by the library explain the service provided by that library—or are other factors more important?

The first set of relationships to be looked at is between total per capita expenditures and some selected service measures.

TABLE 23

All Libraries

Volumes per capita	.36
Circulation per capita	.61
Per cent new volumes	.02
Periodicals, Newspapers & other materials per capita	.15
Total employees per capita	.31
Professional employees—absolute	.08
Hours open	.44

9. Sharkansky, Ira, *Spending in the American States*, Rand McNally, 1968, Page 110.

This analysis is noteworthy both for the presence and absence of a relationship between expenditures and service. The strength of the correlations range from the total lack of any association to moderate levels of association. Thus we find that variation in circulation per capita, average hours open, volumes per capita and total employees per capita are moderately correlated with the amount of money spent by the library, supporting the general theoretical model of the relationship between service levels and the amount of money spent.

However, on the other hand, other service measures that can be assumed to exist within the same logical structure as those previously mentioned do not display any association with expenditure levels. Thus the correlation of .15 to periodicals, newspaper and other materials, .08 to professional employees and .02 to percentage of new volumes shows the complete lack of a relationship between the amount spent and the provision of these services.

One can begin to offer an explanation for the lack of association between per capita expenditures and these service measures:

1. Professional employees: The number of professional employees is not dependent upon the amount of money spent by the library but upon their availability in the population. This would be especially true in smaller communities, who even though might be able to afford the higher salary of a professional librarian cannot attract one to the community.

2. Periodicals, newspapers and other materials: The low correlation to this service measure is believed to exist because of the aggregation of periodicals, newspapers, and of other materials, (records, filmstrips, and serials) into a single category. The records and filmstrips often come from gifts and donations and therefore their number is not dependent upon library expenditures. Furthermore a recent federal aid program supports the purchase of newspapers and periodicals and therefore once again the relationship between local expenditures and the numbers of these materials should not be expected.

3. The absence of any relationship between total expenditures and percentage of new books purchased, is consistent with the previous analysis of budgeting priorities and variability of costs. The total amount of money spent does not result in an

increase in the amount of available money to be spent on the purchase of materials.

If we now turn to examine the relationship between expenditures and service within system and non-system libraries, the following pattern is found.

TABLE 24

	System	Non-System
Volumes per capita	.39	.37
Circulation per capita	.62	.62
Percent new volumes	.05	-.04
Periodicals, newspapers & other material per capita	.22	.08
Total employees per capita	.28	.39
Professional employees-absolute . .	.12	-.05
Hours open	.39	.51

Compared to the total for all libraries in Michigan, the subdivision of libraries into system and non-system does not appear to exert any appreciable influence upon the relationship between expenditures and service. The organization of libraries into federated systems does not exert an influence upon the provision of services, beyond that which is provided by variation in spending.

Systems do display higher correlations between expenditures and percentage new volumes, periodical, newspaper and other materials and professional employees than do non-systems, while the reverse is true for employees per capita and hours open which show higher correlations for non-systems than systems. However, the magnitude of these differences and the strength of the relationships are small and moderate and do not indicate a substantial differentiation between system and non-system libraries, nor do they greatly alter the general pattern that is found for all libraries.

Examining this relationship in greater detail, by organization and size, the following relationships are observed:

TABLE 25

Libraries Serving Populations Below 5,000

	System	Non-System
Volumes per capita	.44	.56
Circulation per capita	.61	.63
Percent new volumes	.01	-.08
Periodicals, newspapers, & other material per capita	.18	.01
Total employees per capita	.22	.20
Professional employees-absolute . .	-.20	xx
Hours open	.48	.59

In this category of small libraries a similar pattern is found for both system and non-system libraries that differentiate them from their respective category totals. Except for volumes per capita and hours open, correlations are lower than their respective totals. There are significant differences between systems and non-systems in the magnitude of their decreases. We can conclude from this that service levels in small libraries appear not to be influenced by the amount of money they have available to spend, nor by their structural organization.

TABLE 26

Libraries Serving Populations Between 5,000 and 10,000

	System	Non-System
Volumes per capita	.70	.39
Circulation per capita	.74	.60
Percent new volumes	.28	.09
Periodicals, newspapers & other material per capita	.36	.42
Total employees per capita	.42	.82
Professional employees-absolute . .	.61	.04
Hours open	.48	.49

In system libraries we see a general increase in the strength of the relationship as percentage new volumes increase to .28, professional employees to .61 and volumes per capita to .70. Non-system libraries also show a stronger relationship but on a more selective basis, and less than system libraries. Employees per capita however increase to .82 and periodical, newspaper and other materials to .42. Extensive differences between system and non-system libraries exist in volumes per capita for system. For professional employees systems show appreciably higher correlations (.70 to .39 and .61 to .04 respectively) while in non-system totals employees per capita (.82 to .42) is higher than in systems.

TABLE 27

Libraries Serving Between 10,000 and 25,000

	System	Non-System
Volumes per capita	.42	.51
Circulation per capita	.65	.70
Percent new volumes	.26	.32
Periodicals, newspapers & other material per capita	.11	.22
Total employees per capita	.70	.58
Professional employees-absolute . .	.76	-.34
Hours open	.52	.37

In this size category both systems and non-systems display an increased strength in the relationship between expenditures and service. This is especially true for systems in which employees per capita increases to .70, professional employees to .76 and percentage new volumes to .26. Non-systems also show an increase in the strength of relationships but less than systems. A very large difference is found for professional employees which in system is .76 compared to -.34 for non-systems.

TABLE 28

Libraries Serving Populations Above 25,000

	System	Non-System
Volumes per capita	.64	.45
Circulation per capita	.67	.63
Percent new volumes	0	.21
Periodicals, newspapers & other material per capita	.58	.16
Total employees per capita	.88	.82
Professional employees-absolute	.17	.11
Hours open	.17	.45

Here we find that for systems, correlations rise to .88 for employees per capita, to .64 for circulation per capita and to .58 for periodical, newspaper and other materials. In non-systems the strength of relationships for employees per capita rises to .82, for percentage new volumes it rises to .21, and for professional employees it rises to .45.

Summary

We may conclude that the strength of the relationships between expenditures and services generally increases as the size of the population served increases. The smallest size category has correlations that are lower than category totals, while each size category above that tends to have higher correlations. In addition, it is also found that this pattern is stronger for systems than for non-systems. Both exhibit the same direction of change, but the magnitude of the correlations is higher in systems than in non-systems.

This can be explained as both larger libraries and system libraries are more bureaucraticized and more professionalized in their operations. As such, their behavior is more influenced by organizational and structural factors in which the amount of money they have to spend seems to be crucial. Small libraries are more idiosyncratic in their functioning. The influence of an unusually dedicated librarian, or a philanthropic donation naturally would have a greater impact upon the operations of a smaller library than in a larger one. Having less employees, they have less need to be structurally organized, and are based more upon informal and personal relationships.

A similar explanation can be provided to account for the differences between system and non-systems. The mere fact that a library does not belong to a system is a mark that it adheres less to professional standards as generated by the American Library Association. Therefore, although the pressure of size does exert its influence upon the library organization it is less than in system libraries. Thus we observe the lower correlations between expenditures and service levels.

The service provided by small libraries and non-system libraries are less influenced by the amount of money they have available to be spent; at the same time their behavior as a class of libraries is less uniform and less able to be explained by statistical analysis. Thus an increase in appropriations to larger libraries and system libraries can result in more direct, immediate and tangible responses in the raising of the service provided to the community than when appropriations are increased for smaller non-system libraries.

Having looked at the relationship between services and the amount of money spent one can attempt to further clarify this relationship by examining the association between the component parts of total expenditures and services. Thus we can examine the correlations between the amount of money spent on material and other related service measures. Afterward we will examine salary expenditures and employee related measures.

For All Libraries

The correlation between per capita material expenditures and the four selected book measures is:

TABLE 29

Volumes per capita	.28
Circulation per capita	.50
Periodicals, newspapers & other material per capita	.13
Percentage new volumes	.20

Here we find a very interesting pattern of relationships. Except for the correlation to percentage new volumes, the correlation coefficients are weaker than they were for total expenditures per capita. Volume per capita decreases from .36 to .28, circulation per capita from .61 to .50, and periodicals, newspapers and other materials from .15 to .13. Even the correlations between percentage new volumes and material expenditures of .20 is but a small increase from the correlation of .02 of percentage new volumes and total expenditures. Furthermore it still results in a low level of association between services and expenditures.

Examining this relationship for system and non-system totals, the same pattern is found. Except for a moderate increase in percentage new volumes, the correlations remain below those for total per capita expenditures.

TABLE 30

	System	Non-System
Volumes per capita	.25	.32
Circulation per capita	.27	.40
Periodicals, newspapers & other material per capita	.16	-.10
Percentage new volumes	.23	.16

The explanation for this pattern of relationship is that any particular book related service measure is not totally dependent upon the amount of money directly spent for the purchase of materials. Other factors that are represented within the figures of total expenditures (i.e. employee related factors) also play an important role in effecting these service book related measures.

If we examine the relationship between per capita salary expenditures, and employee related service measures, we observe the following pattern for all libraries:

TABLE 31

Total Employees per capita	.19
Professional employees	.16
Total expenditures/total employees	.21
Salary expenditures/circulation	.20
Total expenditures/circulation	.08

It does not appear from this analysis that the amount of money spent on a per capita basis for salaries is directly related to the above measure of employee service. Neither total employees per capita or professional employees seem to be determined by the availability of funds. This can partially be explained in that the employment of professional employees is effected more by their availability in the community than by salary considerations. The low correlation to total employees may be due to the fact that there is a considerable salary differential between small and large libraries. A ten thousand dollar salary expenditure in a small library may hire two employees, while in a large library this amount pays the salary of one.

System and Non-System Totals

TABLE 32

	System	Non-System
Total employees per capita	.14	.06
Professional employees	.22	-.03
Total expenditures/employees	.32	.32
Salary expenditures/circulation	.24	.15
Total expenditures/circulation	.11	.03

We see that no appreciable increases in the strength of the relationships are shown by dividing all libraries into their structural components. Additionally there are no major differences here between system and non-system libraries and the analysis presented above for all libraries is valid for both system and non-system libraries.

Chapter II

SURVEY OF MICHIGAN PUBLIC LIBRARIANS

A survey of one hundred randomly selected libraries was taken in this study to provide information not otherwise available. The survey questionnaire was constructed to provide information concerning librarian's views on the financial conditions and service characteristics of the libraries. Additionally, the survey was intended to give a basic set of information from which the feasibility of alternate recommendations for reform could be evaluated.

Method

The construction of the survey began with an examination of current and relevant surveys made elsewhere on related public library issues. It was hoped that knowledge of prior surveys would allow us to avoid asking questions that were meaningless and confusing to librarians. Once the initial research into prior library surveys had been completed and the relevance of techniques and the appropriateness of questions had been examined, a random sample of 45 Michigan public libraries was drawn and a personal interview conducted.

The purpose of the personal interview was to lend additional specificity to survey questions and to assure that every issue of importance concerning Michigan public libraries was being examined. Based on the personal interview survey a close ended questionnaire was constructed which sought to gather opinions on the relevant issues of finance and service in Michigan libraries. The close ended survey was sent to one hundred randomly chosen librarians in Michigan. Although most of the survey was close ended, many questions did allow librarians to express their views on the issues openly.

The samples of 45 and 100 were drawn on a purely random basis although much thought had been given to the possibilities of clustered and stratified sampling using categories differentiating libraries according to size of population served, sponsoring governmental agency, geographical location, and whether or not the library was a system member.[1] But to provide for a statistically adequate sample size in each category would have been virtually impossible, as dictated by the natural distribution of Michigan public libraries in each of the categories. It was decided, however, that some attempt would be made to insure the random sample offered a wide variety of library types according to geographical location, size of population served, and whether or not they were members of a system. Accordingly, when the random sample was chosen it was checked in an effort to determine whether or not there were at least some libraries in each of the categories mentioned above.

There are now approximately 345 public libraries serving Michigan. This total excludes school libraries, university libraries, and private libraries such as the Bendix Aerospace Division Library in Benton Harbor. By choosing a sample of 100 libraries or approximately 29% of the total, meaningful extrapolations can be made from the sample to the population at large. Of course the validity of such inferences become less secure as the sample size in the categories of the control variables decrease. Accordingly, statistics based on categories with a small N are viewed herein with appropriate distrust.

It is assumed that the purely random characteristics of the sample allows us to make meaningful inferences from the sample to the population at large. In controlling for some variables, however, and in constructing chi square statistics it can be noted that many of the cells had an N too low to make meaningful chi square statements. Therefore, when the chi square statistic proved inappropriate to the analysis, the tendencies of apparent relationships were noted instead.

The personal interview survey indicated no relationship between responses to questions and a respondent's geographical location. Therefore, in

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1. Differentiating libraries according to the size of the populations served was chosen as one of the control variables for two reasons. First, this is one of the standard means of categorizing libraries in Michigan at the present time and it does offer one way of separating larger libraries from smaller libraries by some objective criterion. Secondly, divisions of libraries according to size of population served is the external efficiency measure used by the American Library Association to establish minimum standards for libraries. Indeed, the use of an internal categorizing measure such as number of volumes held by the library may give one little basis on which to draw conclusions concerning the efficiency if not the effectiveness of a library.

the analysis of the sample of 100, geography was eliminated as a controlling variable. The following tables indicate the distribution of libraries in the sample of 100 according to sponsoring governmental agency, size by population served, and system membership.

TABLE 1

Sponsoring Governmental Unit

	Frequency	Raw Percent
City	27	33.33
Township	28	34.57
County	6	7.41
District	—	——
School District	5	6.17
Other	15	18.52

Library Size by Population served

	Frequency	Raw Percent
Less than 3,000	24	29.27
3,000 - 4,999	18	21.95
5,000 - 12,999	15	18.29
13,000 - 24,999	11	13.41
25,000 - 49,999	11	13.41
Over 50,000	3	3.66

Member of a System

	Yes	No
Frequency	52	30
Raw Percent	63.41	36.59

As can be seen in Table 1 most libraries classified according to sponsoring governmental agency fell in two categories: city and township. Because of the very low number of libraries in the remaining categories it was decided that analysis using these remaining variables would be inappropriate. Also in Table 1 it is apparent that with a sample of only 3 libraries serving a population of 50,000 and over, meaningful inferences for this size category could probably not be drawn.[2] Other than the exceptions noted, however, the remaining categories under each of the 3 control variables were represented to a great enough degree such that some meaningful comparisons over responses could be drawn.

The statistical analysis of the survey was divided into two parts. First, a simple frequency distribution was computed for the 82 libraries which responded out of the sample of 100.[3] The purpose of the frequency distribution was to provide a general picture of public library service in Michigan in two primary ways: first, the content of public librarian opinion concerning present financial and systems formulas, as well as opinions on proposed formulas for reform was analyzed; second, we hoped to make more explicit our knowledge of the service outputs of libraries in the state (service information that had not been available from the annual financial statements filed with the State Library).

The second stage of the statistical analysis involved controlling for a number of variables to find out if certain service levels and certain kinds of opinions clustered themselves about librarians in different kinds of libraries. The intent here was to provide information concerning the problems and views peculiar to types of libraries in Michigan.

This chapter will summarize survey findings. An analysis will be made of the frequency distribution of responses to questions and analysis will be made of the relationships between the control variables and responses on the questionnaire.[4] Implications of public librarian responses will be discussed throughout the chapter as warranted.

General Patterns of Response

Of immediate concern to this study was the degree to which libraries provided for formal and informal access agreements to persons living outside the confines of the sponsoring governmental agency. It was first determined to what degree

2. Except for a few instances this category of library was not used in the analysis of the survey. This study has considered separately the issue of large libraries serving 50,000 persons or more. An analysis of the views and operations of these libraries appear in the chapter entitled "Large Libraries".

3. On review, the 18 libraries who failed to respond to the survey did not seem to represent any sort of systematic prejudicing of the sample. In other words, the libraries failing to respond were not generally from any one or two categories in each of the control variables.

4. Two runs on the computer were made for this second stage. The first sought to compute chi square statistics using the exact categories of the survey. The second run computes chi squares using collapsed data categories for some of the measures. In both the first and second runs through the computer the computation of the chi square statistics used the .05 level of significance. The second run, using combined data categories produced little additional information. Thus, data from the second run is reported sparingly in this chapter.

contractual arrangements were used to extend service to persons outside of the immediate area. Thirty-five librarians responded that they had no contractual arrangements with outside areas as found in Table 2.

TABLE 2

Are there any other governmental units (other than the one that sponsors your library directly) that you are contracted to serve?

Number of contracts	Frequency	Raw Percent
0	35	42.68
1	17	20.73
2	7	8.54
3	8	9.76
4 or more	15	18.30

Roughly 57% of the libraries in the sample survey have provided for formal contractual arrangements to persons living outside of the sponsoring geographical area. There is, then, considerable cooperation of a formal nature between libraries and outside areas.

Librarians were also asked whether they served persons outside the sponsoring governmental area, who were also outside of units with which they had formal contractual agreements. Sixty-two percent of the librarians in the sample responded that they did serve such persons. Such "outside persons" are not considered in the state per capita grants, do not provide local tax revenues (through contractual arrangements or otherwise) for the servicing library, and are not generally a source of penal fine revenue for the servicing library. The conclusion is apparent: a large percentage of Michigan's libraries serve "outside people" for which they receive very little financial renumeration–the only income generally coming from these people being in the form of patron fees.

State Aid

Ninety percent of the libraries responding indicated that they received state financial assistance. Of this 90% however, 56% indicated it played a minor role in the financing of their library with only 30% indicating that it provided moderate assistance. Thus, although most libraries in the state receive state financial aid, most librarians consider it a relatively unimportant source of income. Indeed, during the personal interview surveys most librarians indicated that state financial assistance was nothing more than a token response on the part of the state and represented very little in the sense of a meaningful contribution to the needs of public libraries in Michigan. Librarian attitudes on the quality of state financial assistance were probed further by a question which asked them whether they thought state aid was sufficient and equitable. Fifty percent thought that state aid was equitable but *in*sufficient and 27% viewed state aid as both *in*equitable and *in*sufficient. Only 4% responded that state aid was both equitable and sufficient and 3% responded that state aid was sufficient although inequitable. Thus, in sum most librarians in Michigan view state financial aid as not only inadequate but very insignificant in the running of their library.

TABLE 3

What does state aid fund in your library?

	No Response	Yes	No
1. Book acquisition	7	68	7
2. Reference material acquisition	4	57	21
3. Building renovation	2	10	70
4. Salaries	6	25	61

Those libraries receiving state financial assistance were asked to estimate the probable uses to which state aid was put. Responses to that question are listed in Table 3. State aid is applied primarily to book and reference material acquisition. Only 25 librarians suggested it was either in whole or in part applied to salaries. The value of the responses to this query on state aid use is limited by two factors. First, most libraries do not designate specific categories into which state funds are to be applied. Indeed, state aid is not often considered a separate functional category within the budget. Therefore, estimates as to the uses of state aid are generally no more than an educated guess on the part of the librarian. Second, with most public libraries in Michigan receiving only very small amounts of state financial assistance, and with state financial assistance forming only a very small

part of their total budget, it is likely that the significance of the responses are additionally limited. Given these two concerns, however, it is interesting to note that a very large number of librarians felt the greater portion of state aid was not applied to building renovation or salaries. Questioned as to what state aid would likely be applied *if* the amount of state financial assistance were increased, 41% responded that such increases would be applied primarily to book acquisitions (including resource materials). Twenty-four percent responded that the increase would be evenly spread between book acquisitions and salary increases, and 20% responded that the increases in state aid would be evenly applied to book acquisitions, salary increases, and building renovations. Only 2% responded that increases in state financial assistance would be applied primarily to salary increases, and only 7% suggested that state financial assistance would be applied to building renovations primarily. The picture, although incomplete, indicates that presently a large portion of state aid is probably directed toward book acquisition, and more importantly this would likely continue to be the case in the future, especially if state aid were increased.

There seems to be a slight predisposition on the part of librarians to believe that state aid is now used for salaries, and one might assume on the basis of the responses reported thus far that a portion of any increase in the present amount of state financial assistance would be applied to salary increases by about a quarter of Michigan's public libraries. But the personal interviews of 45 librarians indicated that most felt any additional funds devoted to salaries would be applied to securing additional positions and not primarily toward increasing the salary levels of existing positions. No attempts were made to test the statistical significance of this latter statement, although there was near unanimity expressed on the point in the personal interviews.

Lending any additional specificity to the current projected uses of state financial assistance seems a virtual impossibility at this point. Both budgetary practices of local public libraries in Michigan and the relatively minor role played by state financial aid in these libraries account for this problem. It is, however, interesting to note a tendency on the part of public librarians to suggest that state financial aid could most appropriately be applied to the funding of book and reference material acquisitions.

Librarians were also asked what they considered to be appropriate remedies for the current method of distributing state aid. It is clearly obvious such a question has a built in bias for it automatically assumes something is wrong with the present system of state financial assistance. However, it is a bias which most librarians seemed ready to share, independently of any prodding by the question. The following table represents responses by librarians to the question of how the present system of distributing state aid could be changed:

TABLE 4

The present system of distributing state aid should be changed by:

1. Eliminating all Financial aid and providing services instead

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	15	4	6	16	41
Raw Percent	18.29	4.88	7.32	19.51	50.00

2. Eliminating all state aid

	No Response	Strongly Agree	Agree	Diasgree	Strongly Disagree
Frequency	15	2		7	58
Raw Percent	18.29	2.44		8.54	70.73

3. Maintaining present formula, but increasing amount of money

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	14	32	24	6	6
Raw Percent	17.07	39.02	29.27	7.32	7.32

4. Revising system to provide money on basis of library need

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	13	22	18	18	10
Raw Percent	16.05	27.16	22.22	22.22	12.35

5. Maintaining present formula—no change

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	15	5	6	29	26
Raw Percent	18.52	6.17	7.41	35.80	32.10

Most librarians felt a change was indeed necessary, although when asked to specify the type of change they thought most beneficial their responses were very unclear. Most librarians expressed insufficient financial acumen to pass judgment on alternatives for state financial aid. As Table 4 indicates they were strongly opposed to eliminating all state aid, especially state financial aid. There was only a slightly positive response that state aid be distributed on the basis of library need. Most, however, seemed to agree that the present formula for distributing state financial assistance should be changed and that the amount of state financial aid should be increased.

Responses Relating to Systems

Sixty-three percent of the librarians responding to the questionnaire indicated that they were members of an existing system arrangement. Of those who were members of a system, roughly 83% responded that they were generally more satisfied with system membership than dissatisfied. This response speaks quite well for current system arrangements among participating libraries, but it does not have much bearing on other system problems (dealt with elsewhere in this study), especially the unwittingly capricious geographical distribution of library systems throughout the state.[5] The only really legitimate point that can be made in response to the satisfaction expressed is that most responding librarians favor system membership, however inadequate, to no system membership at all. As Table 5 relates, 51 out of 64 respondents strongly rejected the notion that no interlibrary organizations were needed.

5. Refer to map on page 74.

TABLE 5

The type of inter-library organization that would serve needs most adequately:

1. State wide system organization of libraries

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	16	10	12	17	25
Raw Percent	20.00	12.50	15.00	21.25	31.25

2. Multi-county library organization

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	16	17	22	21	6
Raw Percent	19.51	20.73	26.83	25.61	7.32

3. County level library organization

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	16	15	27	14	9
Raw Percent	19.51	18.52	33.33	17.28	11.11

4. No interlibrary organization

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	17	4	5	4	51
Raw Percent	20.99	4.94	6.17	4.94	62.96

Although it is evident there is a strong desire among Michigan librarians for some sort of interlibrary organization, their preferences as to type of organization are largely inexplicit. There is some support for a state wide system organization of libraries, but support seems stronger for either a multi-county library system or a county level library organization. Thus, although there is a lack of clear cut agreement on what is the most efficient and effective interlibrary organization, there is little disagreement that public libraries in Michigan should all be served by some kind of systems arrangement. It is also interesting to note that the chi square statistics indicated that libraries presently members of systems, were much more in favor

of maintaining a multi-county system arrangement than any other type of interlibrary organization. Support for a county level system of library organization seems to register its strongest support among unaffiliated libraries.

Librarians were asked to evaluate what they considered to be the advantages and disadvantages of system membership. As can be seen in Table 6 roughly 50% of the responding librarians strongly agreed that centralized processing services, interlibrary loans, reference services, rotating book collections, and professional consultation-advice constituted important advantages in system membership. However, fewer numbers agreed that the elimination of duplicate services could be considered an advantage of system membership.

TABLE 6

The advantages in joining a system are:
(Please respond even if you are not a member of a system):

1. Centralized processing services

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	9	39	22	7	5
Raw Percent	10.98	47.56	26.83	8.54	6.10

2. Inter-library loan

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	8	46	20	3	5
Raw Percent	9.76	56.10	24.39	3.66	6.10

3. Reference service

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	5	46	23	5	5
Raw Percent	6.10	56.10	28.05	6.10	3.66

4. Rotating book collections

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	2	43	26	3	8
Raw Percent	2.44	52.44	31.71	3.66	9.76

5. Elimination of duplicate services

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	14	22	23	17	6
Raw Percent	17.07	26.83	28.05	20.73	7.32

6. Professional consultation and advice

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	7	45	23	3	4
Raw Percent	8.54	54.88	28.05	3.66	4.88

7. No advantages

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	55	1	1	2	19
Raw Percent	69.62	1.27	2.53	2.53	24.05

In part, reticence to accept the elimination of duplicate services as an advantage of system membership can be explained by the natural desire of most librarians to maintain as many of their own services as economically feasible, sometimes regardless of efficiency criteria. Thus, some librarians might also see it as advantageous to have their own processing and cataloging services even though these same services might be provided at lower per unit cost by a more centralized processing and cataloging service.

As Table 7 relates, most librarians felt that there were few disadvantages to system membership (at least of the ones provided by the survey). The exception of course is that over half of the respondents indicated that the cost to the local library of joining a system was a strong disadvantage. This would seem to support the findings reported elsewhere in this study that the prerequisites for system membership were such that many libraries would have to bear an undue additional financial burden to join a system. This constitutes a negative incentive for system membership in that it actually reduces the propensity for libraries to join a system.

TABLE 7

The disadvantages in joining systems under the present law are:

1. Loss of autonomy

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	14	25	10	18	25
Raw Percent	17.07	18.29	12.20	21.95	30.49

2. Cost to join

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	11	22	20	18	11
Raw Percent	13.41	26.83	24.39	21.95	13.41

3. Special sources of community income would be spread over entire system

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	21	12	12	19	17
Raw Percent	25.93	14.81	14.81	23.46	20.99

4. Geographically, system is too large

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	14	14	18	21	15
Raw Percent	17.07	17.07	21.95	25.61	18.29

5. Disproportionate distribution of funds to the headquarters library

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	23	8	13	19	19
Raw Percent	28.05	9.76	15.85	23.17	23.17

6. Inefficiency of system

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	19	8	12	27	16
Raw Percent	23.17	9.76	14.63	32.93	19.51

7. No disadvantages

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	53	8	4	6	7
Raw Percent	67.95	10.26	5.13	7.69	8.97

In a category allowing open ended responses to the question of system disadvantages a large number of librarians thought another serious drawback lay in the time lag from the point at which service or material requests were made and those requests were filled.

Summarizing these points, one can not escape the conclusion that most public librarians in Michigan seem to feel that the advantages of system membership far out-weigh any disadvantages. Additionally, on the basis of responses to these questions it is apparent that the only recognized faults of system membership lie in the current problems of cost and time lag. Third, there seems to be some predisposition towards a regional design for libraries in Michigan rather than a state wide organization, witness the general preference for munti-county and single county library organizations.

Penal Fines and Local Tax Revenues

It is apparent from Tables 8 and 9 that penal fines and local tax revenues are considered the primary sources of revenue for Michigan public libraries.

TABLE 8

What role do penal fines play in financing your library?

	Frequency	Raw Percent
Major Role	55	67.07
Moderate role	23	28.05
Minor Role	2	2.44
None	2	2.44

TABLE 9

What is the role of local tax revenues in your budget?

	Frequency	Raw Percent
No Response	4	4.88
Major role	45	54.88
Moderate role	21	25.61
Minor role	2	2.44
None	10	12.20

Although an analysis of local revenues was not considered a primary function of this study, a few points need to be made. The responses to questions of the general worth of penal fine financing were inconclusive. As Table 10 indicates there was generally little agreement as to what constituted a viable criticism of the present system of penal fine financing.

TABLE 10

Penal fine financing can be criticized because it:

1. Does not provide sufficient amount of revenue

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	15	12	21	16	17
Raw Percent	18.52	14.81	25.93	19.75	20.99

2. Is inequitable in its distribution within counties

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	19	7	13	22	20
Raw Percent	23.46	8.64	16.05	27.16	24.69

3. Eliminates incentives for other local financial support

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	16	8	28	15	14
Raw Percent	19.75	9.88	34.57	18.52	17.28

4. Have no criticisms of the present penal fine system

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	10	24	18	19	10
Raw Percent	12.35	29.63	22.22	23.46	12.35

In part, this lack of decisiveness in criticizing penal fines is an ambivalent reaction based on how librarians generally view penal fine financing. The personal interviews indicated that most librarians felt penal fines did not supply sufficient revenue to run a library. However, the iron clad security of penal fines as a source of library revenue is guaranteed in the state Constitution and seems to dissuade most librarians from offering criticisms of penal fine financing, believing such criticism would result in the loss of a guaranteed revenue. In other words, penal fines, no matter how inadequate, offer librarians a permanent source of income which they are most zealous of protecting. Additionally, for many of the smaller libraries in the state, penal fines do provide the single greatest share of revenue and in this sense can be interpreted as sufficient for current operations. However, this sufficiency is not to be interpreted as providing support for service levels that in any way meet minimal standards.[6] Indeed, it is interesting to note that roughly half of the respondents considered it correct that penal fines actually discourage the appropriation of revenue from other local sources. Thus, the conclusion is that although many librarians view penal fines as an important source of revenue, there is no reason to assume that they believe it is sufficient toward maintaining minimal standards, or that it provides an incentive for the production of other sources of local revenue.

Librarians strongly agreed that abolishing penal fines and substituting it with another revenue base would have a deleterious effect. Again, much of this can be traced to a general reticence to remove a constitutionally guaranteed income. There also appeared to be some strong sentiment against allowing the state, rather than the locality, to distribute penal fines either on a per capita basis or on the basis of library need. The general view of librarians in Michigan seems to be that penal fines should remain an item of local control and not one subject to various state administrative formulas of distribution.

Fifty-five percent of the respondents felt that local tax revenue played a major role in the financial support of their libraries. Another 26% felt that local tax revenues at least played a moderate role in their libraries financial support. Thus, most public librarians in Michigan would hold that local tax revenues constitute the primary source of income in the support of their opera-

6. Consult relevant sections of the financial chapter for an analysis of the relationship between penal fines as a source of revenue and service levels maintained by libraries.

tions. Most librarians, however, express the belief that local tax support is barely adequate or inadequate (given other sources of income) for the support of library services. Indeed, 32% felt it was barely adequate to meet present service needs, and inadequate to expand services (see Table 11). Only 7% expressed the view that local tax support was sufficient not only to maintain existing service levels but to expand those services.

TABLE 11

How do you feel about the present level of local tax support for your library?

	Frequency	Raw Percent
No Response	8	9.76
Insufficient to maintain existing service	26	31.71
Adequate to meet present needs, but not adequate to expand services	42	51.22
Sufficient and adequate to meet present needs and to expand service levels	4	4.88
More than adequate to meet foreseeable needs	2	2.44

Increasing Local Revenues

Forty-nine percent of the librarians felt the local community would react in a hostile fashion to any increase in local tax support for the library. Only 20% of the respondents felt that the local community would be agreeable to increases in local tax for libraries, while 32% felt that the community would be indifferent at best. Nothing really surprising is reported by these findings. Indeed, it has been evident for quite some time that local taxes in Michigan are already at such a high level that additional funding from local sources is a virtual impossibility in many places.[7] If it is correct to conclude that additional local taxes are not to be considered a feasible alternative, then other sources of income for libraries and support of library services in Michigan must be located. As other sections of this report will relate, the possibility of libraries achieving any sort of minimal service standard on the basis of local revenue support alone is a glaring impossibility for most libraries.

Table 12 presents librarian response to suggestions for increasing the amount of local revenue available for libraries. Of those responding about one half thought increasing property tax rates constituted a viable means by which additional revenues could be secured. This is somewhat inconsistent with the previously reported findings that librarians felt local tax increases could not be expected from most Michigan communities. It seems that most librarians therefore interpreted this question irrespective of the practical considerations of whether additional local revenues could indeed be raised. In the space provided for open ended responses to this question some librarians mentioned that their financial condition would be improved if local tax policies were amended to provide a permanent and stationary millage for library support, one not subject to renewal every few years. Only 13 of the 59 librarians responding to this question believed that additional local revenue for libraries should be provided by a city income tax. In part this low number of librarians responding positively to a city income tax is a function of only 27 libraries in the sample being sponsored by city governments. Most librarians were opposed to raising additional revenues through the introduction of patron fees. Sixty-three percent responded that the best way to raise additional revenues (from among the alternatives offered in the question) would be attempts to increase the amount of philanthropic donations, which is not surprising.

TABLE 12

The best ways to raise additional local revenue for the library are to:

1. Increase property tax rates

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	17	8	23	15	19
Raw Percent	20.73	9.76	28.05	18.29	23.17

7. Statistics from the Michigan Department of Education for the last ten years concerning support of public libraries in Michigan indicates that local tax revenues have accounted for 50-60% of the total revenues of libraries in the state.

2. Provided for a city income tax–decrease property tax rate

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	22	3	10	20	26
Raw Percent	27.16	3.20	12.35	24.69	32.10

3. Institute library patron membership fees

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	18	1	4	17	42
Raw Percent	21.95	1.22	4.88	20.73	51.22

4. Promote philanthropic donations

	No Response	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	17	17	23	9	15
Raw Percent	20.99	20.99	28.40	11.11	18.52

Service Measures

The service potential of libraries, like most organizations, depends on a number of inputs such as physical facilities, professional expertise, the number and kinds of services offered, and material stocks. Although other chapters in this report analyze the impact of the service potential of Michigan public libraries, this section concentrates primarily on adding to the picture of public library service in Michigan.

Facilities

One should never automatically make the assumption that because the building is old, it does not provide the necessary physical facilities for the provision of adequate services. Most authorities on library facilities however agree that buildings 33 years old or more generally do not provide space arrangement and surroundings conducive to either efficient or sufficient library service. It was deemed appropriate that the survey provide some general measure of the age of the public library structures in Michigan. Librarians were asked how old their buildings were and the results of this question are summarized in Table 13.

TABLE 13

How old is your central library building?

Age	Frequency	Raw Percent
No Response	3	3.66
3 years or less	14	17.07
4-14 years	19	23.17
15-32 years	10	12.20
33-59 years	19	23.17
60 years or older	17	20.73

You will note that 44% of the respondents indicated their libraries were 33 or more years old, but 17% indicated, that their library was built within the last three years, and 23% indicated their library had been built within the last 3 to 14 years. Thus, many of the public libraries in Michigan are relatively new, but more importantly a large portion of the library structures in Michigan can probably be considered beyond the normal age of retirement.

While 44% of the librarians reported their buildings were more than 33 years old, 88% reported that a major building renovation had taken place within the last 14 years, Included in the 88%, however, are the libraries which have received new buildings within the last 14 years. Therefore, it is more realistic to say that approximately 45 to 50% of the state's libraries have made major improvements on older buildings in the last 14 years. When asked if there were any plans for new construction or major renovations scheduled to begin within the next two years, 67 out of the 82 librarians responded "No". Further analysis on the problem of building age indicated the following relationship between age of structure and how recently major building renovations had taken place:

TABLE 14

Last Major Building Renovation

Building Age	0-3 yrs.	4-14 yrs.	15-32 yrs.	33-59 yrs.	60+
0-3 yrs.	11	–	–	–	–
4-14 yrs. . . .	6	13	–	–	–
15-32 yrs. . . .	5	2	1	–	–
33-59 yrs. . . .	5	7	2	2	–
60 + ...	3	7	2	–	1
Column Totals	28	29	5	2	1

Unused 17

Of the 29 librarians reporting that their structures were 33 years or more old, 22 reported that a

major renovation had taken place within the last fourteen years. The survey did not measure whether such building improvements represented a complete overhaul of facilities or simply stop gap improvements such as new roofing. Indications from findings reported elsewhere in this study, however, would seem to indicate at least two features of the problem of building age are obscured by this survey. First, the limited nature of library finances generally precludes major expenditures on old buildings such that comprehensive programs of modernization are limited to those libraries somehow finding the resources to build a new facility. Second, those librarians reporting structures older than 33 years and reporting recent major efforts at modernization, also generally indicated their facilities were inadequate or very inadequate for even present needs. Thus, the indication is that most recent renovations made on old buildings had not provided a facility capable of meeting current requirements. With a few exceptions buildings older than 33 years are generally rated by librarians as inadequate for present or future needs.

TABLE 15

Present Capacity

Building Age	Very Adequate	Adequate	Inadequate	Very Inadequate
0-3 yrs.	8	4	2	–
4-14 yrs. . . .	2	11	3	3
15-32 yrs. . .	2	5	2	1
33-59 yrs. . .	1	7	7	4
60 + ...	0	6	5	6
Column Totals	13	33	19	14
Unused 3				

TABLE 16

Future Capacity

Building Age	Very Adequate	Adequate	Inadequate	Very Inadequate
0-3 yrs.	4	8	–	2
4-14 yrs. . . .	2	4	8	5
15-32 yrs. . .	2	3	3	2
33-59 yrs. . .	1	3	7	7
60 + ...	–	3	4	10
Column Total	9	21	22	24
Unused 6				

As can be seen fifty-seven percent of the librarians characterized the capability of their present building as either adequate or very adequate. This indicates that although a large percentage of the library structures in Michigan are old, more than half are able to meet present needs. However, 43% of the libraries indicated their library structures were inadequate, and approximately 18% considered them very inadequate to meet present needs. This picture of structural inadequacy becomes even more pronounced when librarians are asked what the likely capability of their library facilities will be in meeting demands five years from now (see Table 16). Thirty-two percent of the librarians felt their current structure would be very inadequate five years hence, with another 29% viewing future building capability as inadequate. Only 38% of the respondents felt that their building would be able to meet demands placed on the library five years from now.

There is an apparent need indicated for both present and future library capital outlays. The degree to which such capital outlays would be directed toward new building construction is hard to estimate. Indeed, much of the expenditures may simply require building renovation and additions to existing structures. But one might assume that with approximately 46% of the current library structures being older than 33 years, a large part of the capital costs may necessarily be directed toward the construction of new facilities.

Hours

Although a more thorough-going statement and analysis of library hours is made in the chapter on finance in this study, the survey sought to gather information on the number of hours libraries are open after 6:00 p.m., and the number open on Saturday and Sunday. Tables 17 and 18 following, summarize those findings:

TABLE 17

How many hours per week are you after 6 p.m.?

Hours open	Frequency	Raw Percent
None	10	12.20
1-6	37	45.12
7-12	26	31.71
13-18	9	10.98

TABLE 18

How many hours per week are you open Saturday and Sunday from 8 a.m. to 6 p.m.?

Hours open	Frequency	Raw Percent
None	11	13.41
1-4	19	23.17
5-8	42	51.22
9-12	10	12.20

The results of the survey indicate more than a casual attempt on the part of libraries in Michigan to maintain open hours during what would normally be the times of maximum patron usage—evenings and weekends.[9] However, it can be noted that only the larger libraries maintain any sort of complete schedule of evening and weekend hours. Most smaller libraries do maintain some open hours after 6:00 p.m. and on weekends, but by-in-large the smaller library averages little more than two or three open hours a week after 6:00 and no more than that on Saturdays and Sundays. Most of the larger libraries are open from 12 to 18 hours per week after 6:00, and from 5 to 12 hours per week on Saturdays and Sundays.

Patron Use Characteristics

Librarians were asked to differentiate users in terms of whether they were adults or students-children, and whether or not the library was being used for research or recreation. For purposes here it was considered that school work should be interpreted as research. The following two tables indicate what portion of users were adults and what portion of use was research oriented.

TABLE 19

Please estimate the percentage of adult users (as opposed to student-children users).

Adult use	Frequency	Raw Percent
0-25%	7	8.54
25%-50%	39	47.56
50%-75%	34	41.46
75%-100%	2	2.44

9. Cost-effectiveness analyses of keeping libraries open during minimally used hours of the day should be undertaken by Michigan libraries. There is nothing particularly sacred about maintaining open hours from 8 a.m.-9 p.m.

TABLE 20

Please estimate the percentage of persons who utilize the library primarily for research (as opposed to recreational reading).

Research use	Frequency	Raw Percent
No Response	1	1.22
0-25%	25	30.49
25%-50%	33	40.24
50%-75%	23	28.05
75%-100%	–	–––

You will note that student and children use of library facilities is heavier than adult use, but very few librarians estimated that students represented their only important clientele. Most public libraries in the state perform services for large groupings of both students and adults. Approximately 28% of the librarians responding indicated that their library was used primarily for research purposes, with approximately 40% indicating that at least 25-50% of the library's facilities were used for that activity. The analysis found in Table 21 indicated no apparent relationship between library size and percentage of persons who use the library primarily for research. Indeed, in consulting Table 21 you will note that with the exception of the first population category there is a fairly even distribution on the research-recreation question.

TABLE 21

Percent Library Use That Is Research Oriented

Library Size by Population Served	0-25%	25-50%	50-75%	75-100%
Less than 3,000	11	10	2	–
3,000-4,999	6	6	6	–
5,000-12,999	4	6	5	–
13,000-24,999	–	5	6	–
25,000-49,999	2	6	3	–
Over 50,000	2	0	1	–

This indicates there is no reason to assume that smaller, more poorly equipped libraries are not providing some basic research-reference materials for their patrons, and indicates these materials should continue to be available through the local library. The demand for research materials in the smaller library, however, must be separated from the consideration of quality in filling these demands for the question of quality of research

materials is not answered by this survey. The issue of quality is intimately bound to the characteristics of the population served by the small library. The nature of the demands, for example, are quite different in the small rural library as opposed to the small library serving a suburban population. This differentiation in demand would center primarily around the occupational characteristics and educational levels of the serviced public. Thus the research-reference materials being provided through the local and small library will likely differ significantly from library to library such that beyond the assembling of normal and general research materials such as encyclopedias, the acquisition policies of small libraries must reflect the characteristics of the local clientele as opposed to meeting any general standard dictating the volume composition in the smaller library. Considerations such as this speak against highly centralized state wide book selection policies.

Although most librarians indicated roughly half of the library users were students and children, 56% indicated their library had very little or no contact with local schools. Another 24% indicated their cooperation with local schools was purely on an informal basis and irregular. Fifteen percent indicated that informal cooperation took place on a regular basis between their library and the school. Additional statistical analysis indicates there is no apparent relationship between student use made of the library and efforts on the part of the local library to secure regular contact between it and the local school. Tabulations show, for example, that of the 46 libraries indicating that students made up a majority of their patron users, 24 of the 46 reported they had very little or no contact with local school libraries. Here is strong substantiation of a problem which has been discussed elsewhere in this study, i.e., that the relationship between school and public libraries is, with few exceptions, informal, and in many instances non-existent and irregular (even where students make up the *greatest* block of library users).

The Provision of Services

Service measures such as the number of books and reference specialists (past, present, and projected) are dealt with in other sections of this report. The survey did, however, attempt to fill informational gaps on the various types of services provided by libraries in Michigan. Table 22 following, is a summary of those findings.

TABLE 22

Please indicate the services your library provides:

	No Response	Yes	No
Photo copy service	3	38	41
Bibliographic service	9	40	33
Children's story hour	5	55	22
Children's section	2	80	–
Reference consultation specialist . .	2	29	51
Records for loan	3	69	10
Art prints and/or sculptures for loan	3	16	63
Community meeting rooms	4	34	44
Film loan service	1	41	40

Space was also provided in this question for librarians to indicate "other" services offered by their libraries. The following is a list of their comments:

1. Reading program for children in summer, book talks, book reviews.
2. Programs on use of the library; telephone reference and renewal, service to nursing homes and senior citizens housing.
3. Use of state library books.
4. Classes are brought to library from school for instruction.
5. Reader's advisory service.
6. Talking books service for the blind.
7. Record players and movie projectors.
8. Projector rental.

Those services most frequently provided by libraries throughout the state center about what we may call children's services. You will note that 80 of the 82 libraries had a children's section while 55 of the 82 libraries had a children's story hour. These services seem to be held in addition to (or instead of) similar services provided by local elementary schools. Sixty-nine of the 82 libraries reported providing records for loan. The survey did not measure the characteristics of record collections and it cannot therefore be determined what the quality of these collections are. In descending order the next most frequently provided services by libraries in Michigan were bibliographic service, photo copy service, film loan service, community meeting rooms, reference consultation service and art prints and/or sculptures for loan. There is nothing especially gratifying related by these results when one realizes that basic bibliographic and reference consultation services are provided by less than half the libraries in the survey.

Services and Size

Not surprisingly many of the services outlined above are offered by the large libraries. There is a strong correlation for example between library size and its tendency to offer services such as photo copying, bibliographic reference, reference consultation, records for loan and film loan. There is, however, no apparent relationship between library size and services such as children's story hours and book collections, art prints and/or sculptures for loan, and the provision for community meeting rooms.

It is interesting to note that smaller libraries do offer some of the services listed. For example, although 37 of the libraries serving a population of 13,000 persons or less did not provide for photo copy service, 16 of these smaller libaries did. Many of these small libraries also provided for bibliographic services and a reference consultation specialist, although we might assume that the quality of these services are limited in the smaller library by lack of facilities and materials as well as professional expertise.

It is also interesting to note that proportionately small libraries tend to offer records for loan more than large libraries. Many factors explain this seeming paradox, the most important of which is that smaller libraries lack play-back facilities and thus are more liable to loan records for home listening. Virtually no relationship was indicated between the propensity of a library to provide services and the role played in its budget by state aid. Indeed, with very few exceptions state aid is not a discriminating variable in the survey.

Whether or not a library is a member of a system is likewise not a discriminating variable in terms of services offered. The only exception to this latter point is that libraries belonging to systems generally offer a film loan service more frequently than do unaffiliated libraries. But more importantly system libraries do not seem to provide for reference consultation specialists or for bibliographic search aids any more regularly than do non-system libraries. The provision for certain basic services within individual libraries is, therefore, not a function of system membership.

When examining the *total* number of services offered by system and non-system libraries, a slightly different pattern can be observed. Of the nine service measures in the questionnaire, non-system libraries provided an average of four whereas system libraries generally provided about six. The difference is significant in that many more services are provided by system libraries. But larger libraries are more commonly found in systems and this is an important fact, for when we control for size, we find that the difference between the number of services offered by system libraries as compared to the number offered by unaffiliated libraries is very insignificant. Thus, the *number* of services offered is not a function of system membership, just as it has been demonstrated that the *type* of services offered is also not a function of system membership. Both the number and kinds of services offered, however, have been found to be a function of size.

TABLE 23

Bibliographic Service

Library Size by Population Served	Yes	No
Less than 3,000	7	14
3,000-4,999	7	8
5,000-12,999	6	7
13,000-24,999	7	3
25,000-49,999	10	1
over 50,000	3	–

If system membership does not appear to provide incentive toward increasing the services offered by individual member libraries, it does provide those services through a cooperative system arrangement. The following table indicates the kinds of services provided by the 24 system heads in Michigan.

TABLE 24

Number of systems offering the service	System service
18	Centralized Purchasing
20	Centralized Processing
19	Reciprocal Borrower's Privileges
18	Central Pool or Rotating Book Collections
21	Inter-Library Loan
19	In-service Training
7	Inter-system Contracts
20	Book Selection Aid
17	Bibliographic Services

18	Shared Personnel for Advisory Services
16	Shared Equipment
11	Bookmobile Service
21	Reference Service
18	Audio-Visual Services
13	Joint Publicity and Public Relations
19	Delivery Service
14	Central Storage
1	Library for The Blind and Physically Handicapped
1	Processing Services for School Libraries in System
1	Consultant Services to System Librarians and Library Boards
1	System Book Grants
1	Building Program and Equipment Selection Assistance
1	Local History Collections

Many more services are thus available to member libraries in systems, and thereby to clientele through system arrangements, than through unaffiliated status. System membership does not lead to a proliferation of services offered in member libraries but it does provide for these services on a cooperative and centralized basis. One can then say that service levels in system libraries is higher than in unaffiliated libraries.[10]

Library Size and Survey Responses

Librarian opinion was examined on a number of the survey questions controlling for the size of their library. During the first computer run libraries were divided into six size groupings. These groupings were: 0 to 2,999; 3,000 to 4,999; 5,000 to 12,999; 13,000 to 24,999; 25,000 to 49,999; 50,000 and above.[11] Librarian responses were then categorized according to the size of their libraries, checking to see if types of opinions and factual characteristics grouped themselves according to library size. The previous section of this chapter has indicated some important relationships were uncovered when controlling for size. But library size did not provide itself as a means of categorizing librarian opinion on other issues. For example, views on state aid differed very little between librarians administering small libraries and those administering large ones. Also, those who viewed state aid as either inequitable or insufficient or both, are found throughout all six categories in fairly large number.

The view that local tax support was inadequate toward meeting existing service levels was not restricted to particular size libraries. On the matter of increasing local tax support for libraries, community size did not seem to appreciably effect the propensity of librarians to comment that additional tax revenues were out of the question. The capability of the library building to meet either present or future needs was not related to categories of size.[12] All of this seems to indicate that the problems of local tax support, the likelihood of securing additional tax revenues from the locality, the problems of inadequate facilities, and the insufficiency of state financial support are generally common to libraries of all sizes in Michigan.

No apparent relationship was indicated between size of library and views on the advantages and disadvantages of system membership—with one exception. Smaller libraries generally tended to believe more than larger libraries that systems were inefficient. This corresponds closely to the view presented very often by librarians in small libraries during the personal interviews that systems and other forms of cooperative arrangements generally result in much money being "skimmed off the top for administrative purposes, instead of being placed into book orders." Larger libraries may well be more disinclined toward viewing systems arrangements as inefficient for they have likely learned to live with the higher administrative costs of specialization in their own operations. As other sections of this report will indicate the administrative costs of systems arrangements are higher. Whether or not these costs can be tolerated is a decision discussed in the chapter concerning large libraries.

10. The provision of services listed in Table 24 in no way reflects the degree to which such services are effectively offered by systems, it simply specifies whether or not the service is offered. Thus, the measuring of higher service levels is a measure only of the kinds of services provided and not the degree to which they are offered.

11. The second computer run used combined categories similar to those found in the financial chapter. Little additional information was produced and some was obscured using these combined categories. Therefore, the more delineated categories are retained here.

12. Refer to findings in chapter on financial analysis for a further explication of the relationship between size and building needs.

Role of State Aid and Responses

Because state aid forms such a small percentage of revenues in most libraries, it was not expected that librarian responses would differ appreciably controlling for the amount of state aid. Suspicions were confirmed when controlling for whether or not a library received any state aid, it was discovered that the only apparent relationship was between state aid and total library hours open. This, however, is not surprising for one of the prerequisites of receiving state aid is that libraries must maintain minimum open hour levels. Little relationship was also indicated between responses on the role of state aid in the budgets and the responses to other questions–with two exceptions. First, those responding that state aid played a major or moderate role in the financing of their library were more inclined to charge the state with the primary responsibility in the financing of library salaries than were those who viewed state aid as performing a minor role in the financing of their libraries. Second, the same relationship is apparent in respect of the financing of book and other material purchases. The role of state aid did not, however, seem to effect responses on what the relative role of the state and locality should be in the construction of new facilities, the maintenance of those facilities, and the provision of various processing services. Indeed, as Table 26 indicates most librarians did not view the state as having primary responsibility for the financing of any of the services listed in the questionnaire.

With the exception to maintenance and salaries, the majority of the respondents felt that the financing of construction, purchasing of books and other materials, and the provision for processing services should be the joint financial responsibility of the locality and the state. In each of the categories, however, a small percentage of the respondents felt that the state should have primary responsibility for the financing of all of the items listed.

Although most librarians would view current local expenditures as barely adequate and in many cases inadequate, and although most would believe that additional local revenues are an impossibility, they also seem to desire to minimize the role of the state in financing their local library operation. Most librarians have indicated a strong over-riding fear that such state financial assistance would be accompanied by inappropriate administrative and quality controls. This fact probably accounts for the large frequency of responses concentrated under the "locality" option. The desire of most respondents to assign primary responsibility to the locality in providing for salaries is probably the result of the desire to keep controls over personnel and appointments at the local level.

The relatively strong sentiment expressed that the state should finance *part* of the cost of the construction of new facilities, the purchase of books and other materials, and to a lesser degree the financing of processing services can also be explained. Construction of a new facility is a large financial burden for any community and it is, therefore, not hard to see why most librarians would view state financial assistance in this area as beneficial and probably crucial. Likewise, the purchasing of books and materials represents a major expense for most libraries and thus is a prime area for state financial assistance.

System Membership and Survey Responses

The use of system membership as a control variable has been applied throughout this chapter. There are a number of other remarks needing

TABLE 25

What should the responsibility of the state and locality be for financing the following:

	No Response	Primarily State	Combination of Local and State Financing	Primarily Local
Construction of new facilities	9	2	46	25
Maintenance of existing facilities	5	–	14	63
Salaries	7	2	29	44
Books and other materials	6	3	56	17
Processing services	12	6	35	29

clarification here, however, on the discriminating value of this control variable. System libraries were generally less inclined to use library cards than were non-system libraries, which is probably a function of the reciprocal borrowers' policy engendered and encouraged by system membership. Not surprisingly, system libraries were more inclined to view the role of state aid as more significant than were non-system libraries. Although both system and non-system libraries tended to view state aid as insufficient, a greater portion of non-system libraries viewed state aid as sufficient. It is likely that this can be explained by the fact that system libraries provide many additional services to people outside of the immediate area of the sponsoring governmental unit for which they feel state aid is neither a sufficient nor a just compensation. Additionally, other measures in this chapter have indicated that non-system libraries generally tend to view the role of the state in financing library service and in providing service to libraries with more distaste than do system libraries. Thus, there is a built-in propensity on the part of many non-system librarians to view state aid as already sufficient.

There is also a slight tendency on the part of system libraries to view their present building capabilities as adequate. In part, this tendency can be explained by the fact that system libraries are more liberally endowed physically, and in part by the fact that cooperative service arrangements and inter-library loan of materials among system libraries provide for a more efficient use of space. System libraries were also less inclined to believe that system membership resulted in a loss of autonomy to members, were less inclined to believe that the cost of joining a system was a significant drawback to system membership, and were less agreeable that a disproportionate amount of funds were distributed to the headquarters library. They were also less inclined to believe that library systems were inefficient and that special local sources of income would be spread unjustly to other members of the system. Thus, those who were members of systems and have experienced both benefits and drawbacks of system membership, are less likely than non-system libraries to view the potential disadvantages of system membership as real.

Chapter III

SPECIAL PROBLEMS OF MICHIGAN LIBRARIES

This chapter is concerned with a description of some of the special problems and concerns of libraries in Michigan. Because a later chapter will deal exclusively with the problems of the larger libraries in the state (those serving more than 50,000 people), much of the focus here will be on the smaller libraries. Many points, however, have a universal application.

During the course of the study, personal interviews were conducted using a random sample of forty-five libraries drawn from throughout the state. These interviews unearthed a number of important and revealing facts which bear repeating in a separate chapter. In large measure, this is because the chapters on finance and the survey do not cover such information, and in some cases actually conceal it.

Admittedly, these points are subjective in nature, but their inclusion in this report is justified by the consistency with which they were expressed by librarians and the vigor with which they were presented. They are of critical importance when considering the libraries of Michigan, and no recommendations can be meaningfully proposed without having considered them.

Local Autonomy

The mail survey asked librarians whether the loss of local autonomy was a disadvantage of system membership. The following breakdown represents their answers:

Strongly Agree	Agree	Disagree	Strongly Disagree	No Response
18%	12%	22%	31%	17%

The prevailing opinion (53% to 30%) indicates that librarians do not look upon the loss of autonomy as a disadvantage of library system membership. Despite this indication, it must be noted that autonomy is a crucial issue in many communities. The reason for the apparent discrepancy here is that while many librarians do not view the loss of autonomy as a drawback to system membership, many library boards do view it in this way. Librarians frequently noted this distinction during the personal interviews, and it was an option that they did not have on the mail survey.

"While I am personally in favor of joining a system," librarians often responded, "my library board will not even consider it." The reason was most often a feared loss of local control. Sometimes this fear was based on a possible loss of finances, as in one community where the town's small library is endowed with a large fund and 1500 shares of stock in United States Steel. But for the most part, community pride, self-sufficiency, and the prestige of the local governing unit were enough to prevent consideration of system membership.

It should certainly be noticed that the issue of autonomy is made more operative by the fact that it costs libraries, especially small libraries, a great deal to join a system. This fact is obviously recognized by librarians. With this kind of negative incentive, it is possible that library boards seize upon the issue of autonomy as an excuse for not expending the funds necessary for system membership. Were there an economic incentive to join systems, or if the negative incentive were simply eliminated, the issue of autonomy would probably be offset by the increased benefits available to the local library patrons at no additional cost to the library board.

State Aid

It is important to emphasize that in the mail survey, 63% of the librarians responded that the state aid they received was very insignificant and that it played a minor role in the financing of their libraries. In fact, 97% felt that state aid was not a major source of income.

The opinions of these librarians can be substantiated by individual libraries. The public library in a small northern Michigan community is probably the most glaring example of the insignificance of state aid. This library received twenty-eight (28) dollars in state aid during 1968. With a

total income of $775 in 1968, this meant that the state was providing 3½% of its total budget.

It was the opinion of many librarians that libraries such as the one in this community receive less in state aid than the cost involved in getting the check from the state to the library. Taking bookkeeping, accounting, computation, and other such expenditures into consideration, Michigan probably spent more money processing the aid request than the library received in state aid.

The library in this community receives state aid on the basis of the population served as of the 1960 census, or a total of 618 people. The implications of this are obvious. The population of an area changes significantly during the course of a decade. The town may now be much larger or much smaller than it was at the last census, and these population changes reflect themselves in demands placed upon the library. It is clear that if state aid is to be made on a per capita basis, a system must be devised to keep an accurate count of the population served by libraries. School districts are not required to make do for ten years with funds based on the population at the beginning of a decade; such a requirement would be absurd. Yet Michigan is currently making this requirement for its public libraries.

This small library manages to stay open ten hours a week. Between 1967 and 1968 it was able to add four volumes (all juvenile books) to its collection, bringing the total volumes to 1301. It received three periodical titles during 1968. Its per capita expenditure was the lowest in the state, only three cents per capita. It does not belong to a library system. Since it would cost a minimum of ten cents per capita to join, the cost would be far more than its budget would allow.

It should also be noted that a major portion of this budget was comprised of contractual fees from other geographical or political units which receive service from this library. Obviously, the contractual arrangement here is very important to the library. Yet it hardly seems possible that it could adequately service these other areas, given the figures just mentioned.

This illustrates an important tendency among smaller libraries that was also discovered in the analysis of financial data. This data indicates that the desire for contractual revenue on the part of small libraries may actually tend to outweigh their ability to provide adequate service to the contracting area. Although inadequate, such libraries will tend to retain these contracts because some library service to these other areas is considered better than none at all, and because the other areas are usually not interested in starting a library of their own.

A library in a slightly different community provides another example. This library receives forty dollars in state aid. It is housed in what was formerly a railway depot, which it leases from the railroad. They have hopes that they may be able to move into the basement of the new fire department, if such a building is actually constructed. Just this past fall the librarian managed to have a telephone installed.

These two libraries were included in both the initial random sample of forty-five libraries which were personally interviewed, and in the mail survey. The purpose in detailing their plight here is not to degrade them; these communities feel quite fortunate to have libraries at all, and they are well utilized by the populations they serve. However, they do raise the larger questions of whether of not such meager amounts of state aid are even worth giving. And even if they are, can they be equitably based on the population as of the last census?

While few librarians actually advocate the elimination of state financial assistance even at present low levels (after all, it is an additional $28 or $40), it is apparent that present financial arrangements are not sound. It is obvious that it is not financially worthwhile for the state to continue to aid libraries at the current meager level, just as it is obvious that the loss of state aid would be of very little consequence to most (97%) libraries.

It is important in dealing with small libraries in Michigan to make specific reference to the role played by state aid as currently distributed. Both the financial analysis and the survey data make it clear that local property tax revenues constitute the major portion of a library's budget. It also seems to be the significant variable in determining levels of expenditure.

Given this relationship, one might expect that state aid and penal fines, as the sources of library revenue, would serve as equalizing factors. In other words, they would help to provide all communities with the opportunity to support library facilities by placing more money into areas with a low tax base.

Over all, this does not happen. But even more significantly, the financial data shows that such an equalizing effect tends to occur only in large

libraries. For small libraries, there is absolutely no tendency toward state aid serving the role of equalizer.

This of course has the effect of further handicapping libraries in outstate regions which have low tax bases and smaller populations. If service and quality levels are to be established according to minimal standards of a state-wide basis, it must be recognized that state aid will have to increasingly play the role of equalizer. It is only logical that more resources must be devoted to bringing up the level of certain smaller libraries serving the outstate area. The simple fact is that more money will have to go to building up libraries in areas where good ones do not now exist than to the existing quality libraries in the state.

Two other conclusions can also be reached concerning state aid to smaller libraries. In the first place, the total amount of state aid to individual libraries could be increased. This would perhaps provide these libraries with a sum of money substantial enough for them to be able to use it as an integral part of their budget. Certainly this conclusion becomes imperative when one considers the small amount of money to which individual libraries in the small size categories are currently entitled.

Secondly, the current level of state aid, if maintained, must be put to more efficient uses which will be of profit to both the state and the communities which it seeks to aid. For example, devoting the state aid funds to regional resource libraries which would provide free services such as book purchasing and cataloguing to all libraries within a given geographical region, would undoubtedly provide more adequate services to individual non-metropolitan libraries than they are currently able to provide with their state allocation. At the same time the state would be better able to reach its goal of providing quality library services to all citizens. This is simply a restatement of the old argument that a centralized pooling of resources can accomplish more in the long run than a division of aid into small increments.

Public Relations and Public Education

It is clear from the survey results that librarians do not feel that communities are making full and adequate use of local library facilities. Indeed, three out of four librarians feel this way. In addition, 50% of them believe that their communities would be hostile to an increase in local tax support for libraries at this time.

That these figures are an accurate representation of community support for libraries was born out by our personal interviews, especially in the smaller communities. Concern was often expressed that the public was largely unaware of the value of their local libraries. Clearly some kind of public relations or public education program is called for to help remedy this kind of ignorance.

In some communities, an attempt is made to utilize the local media (newspapers, television, and radio) for this purpose. But the librarian is largely at the mercy of the co-operation provided by the media in his area. Money for public relations is almost entirely lacking. The librarians were quick to point out that they had enough difficulty funding their libraries without incurring the additional expenses involved in such a program.

It was suggested by many librarians from small towns that the state should undertake the responsibility for such a public relations program. Certainly by centralizing resources and eliminating much duplication of effort, this could be run much more efficiently and effectively on a state-wide basis than on the local level.

Some librarians indicated that a public sufficiently well informed about the value of a local library would be of greater importance to them than the state aid received from the nickel grants. The rationale here of course is that an informed public would be more likely to increase local tax support, which is the mainstay of most library budgets.

Existing System Law

It is important to take a closer look at the existing library systems in Michigan than is provided by the survey responses. In the survey, librarians clearly indicated that the advantages of system membership far outweigh the disadvantages. But these responses were to questions concerning only the general concept of library systems. Librarians were not asked to evaluate the present systems operating in Michigan under current law. Hence, the responses do not really represent a judgment of existing library systems, but rather a judgment of the system concept.

A clearer idea of the opinion concerning the

current systems was obtained in the personal interviews. Here specific problems were found to exist, especially among the smaller libraries in the state.

One of most common complaints was the great distances involved in getting to the system headquarters. Since under current statute there are no geographical limitations on systems in terms of size of boundaries, the field is open to individual librarians who may be interested in "empire building". As a result, some libraries have become members of systems with which they clearly have no geographical connection.

This may be done for a variety of reasons. For example, in the Mid-Michigan Library League the geographical dispersion is great because of the large number of small libraries in the middle and western part of the state which are really not close to adequate larger libraries willing to serve them. As a consequence, they have little choice but to join the League, which has its headquarters in Cadillac.

In other cases, an individual library may elect to join a distant system because it is one of better quality than any of the others immediately available to the library. This is the reason for the current negotiations between a central Michigan library and the Wayne County Library System.

Conditions such as these can provide for some large systems, but they offer no guarantees of efficiency and give little solace to smaller libraries which are unable to afford the cost of system membership. The ten cents per capita required by state law, coupled with the possibility of additional system fees, is a frequent enough deterrent to system membership. The great geographical distances involved merely serve to compound this problem.

One of the basic reasons for this is, of course, the time involved in obtaining books. A library in the Mid-Michigan Library League, for example, will begin by calling Cadillac, which as the headquarters library will search its records to see if the requested book is available within the system. If so, a call will go out for the book. If not, Cadillac will call Lansing requesting the book from the State Library. In either case, the book, if found, will be sent to Cadillac and then transported to the smaller library which requested it originally. All of this takes time, and the more territory covered by the system, the more time is involved.

Some geographically compact systems make deliveries to members once a day; dispersed systems make deliveries to outlying members once a week, while others provide no delivery facilities at all. Indeed, we have librarians who complained of the time it took them to drive to the headquarters library of their system, pick up the books they needed, and return. In some instances, this would amount to an entire day's journey. This is a terribly inefficient way to use a librarian's time, especially if the library must be closed during his absence. This was pointed out by the librarians involved, who justified it only by stating that it was better than not being able to receive the books at all.

Any systems arrangement, especially of the regional type, will involve geographical distances of some magnitude. But these must be logically structured, so that incongruities are kept to a minimum. In addition, adequate provision must be made for communication and deliveries between the regional center and the libraries which it serves.

Another problem with the existing systems, although much less widespread, was the system which existed in name only. The feeling among some librarians was that the system to which they belonged was in reality providing them with only a minimum of services, while utilizing most of the system grant money for the headquarters library. Evidently, there is the belief that certain system headquarters are skimming off for their own improvement state funds that would be better spent on services or materials for member libraries. It is difficult to evaluate the legitimacy of such complaints, for often the improvement of the headquarters library ensures more adequate service for the entire system. However, judging from the generally low standards of efficiency prevailing in most of the small affiliated systems, it would seem that some credence should be given this point of view.

Librarians were in nearly unanimous agreement about one major feature of the existing system law in Michigan. This is the fact that the systems are not funded at the level authorized by the enabling legislation, which is at present from 30 to 60 cents per capita, depending upon the density of the population. At present, the appropriations are less than 50% of this level. The burden of library finance would be considerably eased were the state legislature to appropriate the monies which they have authorized for library systems.

As one librarian explained it, "The legislature tells us that we should have so much money on

which to operate, and then they proceed to appropriate less than half of that amount." This feeling was widely held. If the legislature really believes that libraries should be funded at a certain level, then the legislature should provide that amount of money. When it is unable or unwilling to do so, then librarians interpret this as tantamount to saying that they really do not need as much money as is expressed in the enabling legislation.

Rather than have hopes raised by authorizations considerably higher than appropriations, librarians urged that the legislature agree upon one figure for both authorization and appropriation. Even if this is lower than the current enabling legislation, it will have the advantage of allowing librarians to more accurately plan on the amount of money they will receive from the state, and will avoid the problem of raising false hopes.

Needless to say, librarians would much prefer retaining the current legislation and having the legislature increase the appropriations for libraries to the statutory maximum. By this simple expediency, a great many financial problems could be solved. But it should be noted that even this would provide no relief to those libraries currently unable to afford the cost of system membership. They would simply continue to grow relatively poorer and poorer.

Finally, it should be pointed out that the cost to individual libraries for system membership (a minimum of 10 cents per capita under current law) is often prohibitive for those small libraries which are most in need of system services. One need only look again at one of the earlier examples to see an illustration of this. It is obviously impossible for a library which spends only three cents per capita on total library service to afford the more than 300% increase in expenditures necessary for system membership. And as is shown elsewhere in this report, under the present law the lure of state aid and increased services does not provide an incentive for the further local revenue increases which would be necessary for membership in a library system.

The present law, with its negative incentive to join systems, thus further handicaps those libraries least able to provide adequate services on their own by making it practically impossible for them to take advantage of system services. Once again, the need is apparent. Some kind of positive incentive, or at the very least the elimination of the negative incentive, is required in order for library systems to perform their function of providing increased service to the people of Michigan.

Librarians

In fairness, some mention should be made here of librarians in many parts of the state. In most of the smaller libraries in Michigan, the librarians are dedicated men and women (mostly women), who work to provide an important community service under severe financial handicaps. The survey results indicate that more than half of those surveyed believed that salaries are primarily a local responsibility.

But because funds are in many cases extremely limited, many localities either cannot or will not provide the money for both adequate service and adequate salaries. When this happens, it is generally the librarians who suffer. In some cases we found librarians with a college education who were receiving under $5,000 a year for their services. Frequently, they had little or no assistance on a full-time basis, and consequently had to run the library on their own.

It is obvious that remuneration on such levels for full-time librarians is inadequate based on any criteria. It is especially inadequate for people with college degrees. In addition, it builds in the added disadvantage of making dedication practically the sole prerequisite for the position of small town librarian. Of course, dedication is an extremely important consideration, but experience and training must be made to count for something as well.

Not all librarians in the personal interviews felt that their salaries were as inadequate as indicated above. But there were several important reasons for this. In the first place, many libraries are only open during the week on a part-time basis, and the position of librarian is not full-time. Secondly, many librarians indicated that they would prefer to have any additional funds for salaries go toward hiring a professional assistant for themselves, rather than toward increasing their own salaries. This would help to relieve some of the burden of their jobs. But in any case, the question of money for salaries is a critical one.

The only type of library where this problem is not acute is the school district library. Here librarians' salaries are comparable to teachers', undoubtedly because the local boards of education

pay both groups. In such cases, the librarians have greatly benefited from the recent activities of teacher organizations.

However, there is no logical reason for librarians to be paid at a higher rate in some communities simply because of the type of governing board the library happens to have. An effort needs to be made to provide adequate salaries for all librarians in the state. In attempting to do this, a logical goal would seem to be bringing librarians' salaries into line with teacher salaries in a given community. In most cases, librarians have the same qualifications in terms of education and background as do teachers, and in these cases parity between the two groups seems especially essential if qualified librarians are to be attracted to the libraries of this state.

Non-Taxable Lands

The survey information and financial data show that local tax support is extremely important in financing the libraries of Michigan. In light of this fact, it is necessary to examine more closely some of the specific problems faced by libraries in many areas, especially those in the northern part of the lower peninsula and in the upper peninsula. A major share of the budgets of all libraries come from local property taxes. Yet in many northern counties, the greater part of the land is owned by the state or federal governments in the form of parks or forests. This land is therefore non-taxable, and places an extra burden upon those counties in their attempts to raise adequate library funds.

This was a common complaint of librarians, especially those working for county libraries. It is also logically justified. As long as the state requires that local support for libraries shall be in the form of property taxes, then it would appear reasonable that the state, as the major landowner in many areas, should either allow itself to be taxed for library support, or provide special grants in lieu of taxation, but equal to what would have been its share of the property tax.

Geography

In a very loose sense, Michigan can be said to be composed of three distinct geographical regions. There is first of all the densely populated southern half of the lower peninsula. In this area is located most of the population and wealth of the state, and most of its economic base. The area is very well-served by rapid networks of communication and transportation. Many strong and large libraries are located here.

Consequently, the problems of the small library in this part of the state are generally fewer than elsewhere. The library is apt to have an adequate tax base from which to draw its major support. It is also near quality libraries, and can join one of the more efficient systems, such as the Wayne County or Kent County systems.

The second major area of the state is the northern half of the lower peninsula. This area is characterized by a less dense population and less economic activity. This follows a pattern the further north one goes. Also, as one goes north, the Federal and state governments own more and more of the land. Hence, an already inferior property tax base is compounded by the presence of land owners who cannot be taxed.

Libraries here are also further away from large, quality libraries. Systems do exist, but they cover larger geographical areas which hinder the efficiency with which the systems can deliver books to member libraries. In addition, transportation facilities are less adequate. Deliveries must be made on roads which are inferior to those in the southern part of the state. This, of course, further slows down the process of obtaining books and other materials.

The northeastern part of the state is the worst part of this second region as far as libraries are concerned. Here very few libraries exist. Only 14 libraries serve a land area comprising about 12% of the state. This makes it very difficult for systems to operate in this area, and consequently they are of little help in providing service to the population of this part of the state. Roads to the east of Interstate 75 are not exceptionally good, which further complicates the problem.

According to population projections, the situation here will get even worse over the next decade unless something is done. Several of the fastest growing counties in the state, including Iosco (which is expected to have increased 35% by 1980) are located in this area. Yet Iosco County is served by only one library, which also serves Arenac County.

The third region of the state is the upper peninsula. Here the problems are similar to those

encountered in the northern part of the lower peninsula, only in a more extreme form. The population is very sparse, the economic base extremely low, and a large percentage of the land is owned by the state or Federal governments. There are few libraries in number, and they are forced to cover a large geographical area.

Roads are considerably less developed than in the south, and winter conditions would in any case hamper delivery of books. Considering the low population density and the large geographical area, special arrangements will undoubtedly have to be made for this region of the state. It is unlikely that it will be physically possible for standards applicable elsewhere to be enforced in the upper peninsula. This of course does not mean that it should be in any way neglected; indeed, a large amount of resources must be expended in developing at least two quality resource libraries for this part of Michigan.

Penal Fines

It is obvious from the survey information that penal fine revenues are seen by local librarians as a source of financial security. The fact that the Michigan Constitution earmarks penal fines for library use provides librarians with some confidence.

On the other hand, they fully realize that there is no logical reason for penal fine revenues to be used for financing libraries or to be distributed to local libraries according to the present method. In fact, most librarians indicated in the personal interviews that they did not fully comprehend the penal fine system in Michigan, or how it worked. When asked to evaluate the penal fine system of financing libraries, most librarians were unable to do so, and pleaded ignorance.

Apparently, then, the major value of penal fines is that they are a constitutionally guaranteed source of income to libraries. Given the present financial handicaps of most of Michigan's libraries, it is understandable that most librarians would be hostile to any attempt to change penal fine financing. Yet a computer analysis of financial data (see chapter 1) indicates that some change in the present system is imperative.

At the present time, local property taxes provide the bulk of the budgets for Michigan libraries. Because of variation in local tax bases, there is an inequitable financing of libraries in various parts of the state. To counter this, state aid and penal fines must be used to supplement the revenues of libraries having such small tax bases. In the case of penal fines, this can only be accomplished by centralizing control of the penal fines with the State Librarian, and eliminating the present system of county distribution. The State Librarian could then distribute penal fine monies on the basis of a uniform, state-wide formula. In this way penal fines would serve to remedy some of the inequities caused by local property taxes. An additional benefit would be the insurance that all penal fine revenues collected in the state would go to the libraries.

In personal interviews, librarians frequently expressed the concern that the counties were using penal fine revenues for purposes other than libraries. Since no system of auditing penal fine revenues on a county basis now exists, these complaints could be valid. Given the fact that most librarians do not fully understand the present system of penal fine financing, they tend to accept without question the funds given to them by the counties. If penal fines are to be constitutionally earmarked for library use, control of these revenues should logically be placed in the hands of the State Library.

Chapter IV

LARGE LIBRARIES

There are 27 large libraries in Michigan which for the purposes of this chapter will be discussed under three categories: federated systems heads; system members; and consolidated systems.[1] One library from each of these categories will be discussed briefly to provide a cross sectional and general understanding of the variety of large organizational types offering library service in Michigan. These three accounts are in no way meant to serve as detailed models of the large libraries found in each category, for all of the 27 large libraries are unique in their detail and defy anything but a general descriptive and analytic treatment when grouped as they are here. The latter sections of this chapter will concentrate specifically on an analysis of the concept of largeness as it relates to the proffering of library service to the Michigan public.

Federated System Head

The Wayne County Federated Library System exemplifies the potentialities of the dynamic and mature system. The system headquarters is almost solely service oriented. Direct loans are minimal–the system operates through loans and services to member libraries. Consultant specialists are provided in numerous areas of library service including finance, furnishings, and visual aids. The Wayne County Federated Library System serves as a clearing house for book requests from member libraries and for independent libraries in Wayne County. The Wayne County System provides an especially relevant service to local libraries that is often overlooked as essential–printing and publicity. As noted in an earlier chapter, small town librarians spoke with one voice on the matter of community support, and that voice expressed a need for adequate publicity on library affairs and programs. The Wayne County System Head offers its member libraries printing services for announcements, brochures, and a number of other projects.

The Wayne County Federated System serves 52 libraries, 22 of which are in Oakland County. Political boundaries have been only minor impediments to system expansion as the system extends past county, city, village, and township lines. In all, 75 governmental units are served, comprising a population of 1.25 million.[2]

System Member

The Mount Clemens Public Library is in many ways typical of the large federated-system member. It is a member of the Macomb County System and serves a population of more than 300,000. Building and services are considered adequate to meet present needs and services provided by the system were considered very adequate. Satisfaction with system membership is substantial. The single criticism emerging from Mount Clemens' evaluation of system membership focused on "time-lag in performance." Time-lag is a factor of great import in the evaluation of systems, and its significance has not been given sufficient weight in previous studies of systems. Time-lag refers to the expenditure of time necessary to carry out system services. It is definitely a system dysfunction common to most of Michigan's systems, but the magnitude of the problem can be reduced to a subliminal level if systems initially are encouraged, by counsel and subsidy, to develop managerial talents and greater efficiencies in centralized services and transportation networks.

Consolidated System

The Grand Rapids Public Library is a consolidated system library head; its "system" designation derives from its size and services rather than from any federative arrangement. Grand Rapids seems quite satisfied with the present system of state aid, but they seek more financial aid from the state, as opposed to services; this attitude differs substan-

1. Unaffiliated large libraries are not considered here. Large libraries are defined as those serving a population of more than 50,000 people.

2. "What's the Big Idea?", Wayne County Federated Library System.

tially from Mount Clemens. The difference might be explained by the large consolidated library's inherent service capability. As a centralized integrated unit, Grand Rapids is apt to benefit more from its own efficient utilization of state funds than from any direct services the state might provide.

Grand Rapids' services include all those offered by Mount Clemens, but they differ insofar as their services do not suffer from the time-lag difficulty that tends to erode utilization of services in a more geographically dispersed system.

The Grand Rapids Public Library enjoys a high level of community support, resulting from an extensive campaign conducted recently in connection with their building expansion activities. Like the Belding Memorial Library which is funded heavily by local philanthropy, Grand Rapids is sensitive to the possibility of diluting local support by joining federated systems. Grand Rapids strongly agreed with the suggestion that, in systems, "special sources of community income would be spread over the entire system." Yet, this disadvantage was not considered to be a decisively negative factor when weighing the advantages and disadvantages of multi-county organizations.

Large Library Finances

Large libraries vary considerably in their utilization of finances, but analysis of mean aggregate figures display a variety of patterns (see Table 1). First, large libraries spend a considerably greater portion of their income on salaries than do small libraries. This suggests that large libraries have chosen to support staffs that are demonstrably larger and, it is assumed, more expert. Volumes per capita are substantially lower for large libraries as is their number of volumes added per capita. At first glance this indicates less resource capability; further analysis suggests that the case is otherwise. As a library's volume strength increases it begins to fill out minimal foundation collection requirements, or in other words, it approaches a collection fairly substantial in most subject matter areas. Its collection characteristics no longer require a headlong program of adding volumes to provide basic research capabilities. The smaller library struggling to provide this basic research collection will naturally do so in a way that requires a larger portion of the total budget being placed into book acquisition.

What is more important, however, is that once the basic collection has been provided we notice an important shift in budgetary priorities. The shift is necessitated by increased maintenance and reference work on the large foundation collection. The increased work on these collections requires that the emphasis on material procurement be reduced and shifted to the funding of salaries. Such a shift has led some to suggest large libraries are inefficient operations.

Whether large libraries are indeed inefficient depends to a large degree on what is accepted as appropriate services to be offered by the library. Using a definition of service expanded beyond the mere offer of open stacks, large libraries have been shown to be more efficient in a number of studies.[3] This expanded definition of service is consistent with the basic assumptions and value predispositions inherent in this study. Indeed, these large library efficiencies arise out of some of the very measures which might be interpreted as inefficient, e.g., the high salary/material expendi-

TABLE 1

Comparison of Large Libraries and Small Libraries on Selected Indices

Library Size	Per Capita Expenditures	Salaries/Expenditures as of % of Income	Volumes Per Capita	Circulation Per Capita
50,000	$3.45	66%	1.3	3.8
Less than 3,000	2.16	41%	2.8	4.1
(based on 1968 figures)				

3. Nelson Associates, Inc., *Public Library Systems in the United States*, Chicago, Illinois, American Library Association, 1969, page 368.

ture ratios. The greatest benefits attributable to size are reflected in the salary/expenditure ratio, as the services which funnel out of the increased salaries in the way of consulting and reference work are vital to the effective utilization of the large and specialized book stocks found in large libraries.[4] Circulation per capita is relatively constant in large and small libraries. In light of the difference in volumes per capita, this suggests that large libraries have a higher turnover of volumes; thus, they are more efficiently utilizing book stocks.

Efficiency as measured by effectiveness can also be viewed through examination of the services offered through system membership. Large libraries and system arrangements with their implicit largeness make more effective use of inter-library loans and thereby increase service to areas considerably beyond immediate geographical confines. The extension of volume stocks to additional publics is in this sense making more efficient use of limited material resources. Centralized services such as bookkeeping, administrative consultation and public relations consultation have enabled libraries in federated and consolidated systems to enjoy substantial economies.

The above remarks, based largely on intuitive knowledge, are reflected in the findings of our aggregate analysis. The alteration of priorities, the greater costs involved in maintaining large collections, and the increased use of inter-library loans are all substantiated by the data of the aggregate analysis. The intuitive supposition that the functions and characteristics of largeness manifest themselves through both individually large libraries and system arrangements is also made apparent in that data. This conclusion can be graphically demonstrated by examining one case of discounts attributable to size: bookbinding services.

The size of discounts received by a library is directly related to the quantity of books handled. Table 2 shows that bookbinding services offered by some systems allow for substantial savings. The Wayne County System has compared their costs to the costs of non-system medium sized libraries and have found that their own contracts with jobbers yield much higher discounts.

The large library system can make fuller use of all services. Thus, services which would not be readily available in smaller libraries, such as computerized processing and cataloguing, are likely to be utilized in large libraries. When these economies of scale and expanded services are passed on to smaller libraries in a system, the gains in overall services are evident. Reliable data to measure the expanded definition of services used in this study is not available, but the satisfaction expressed in the survey over existing system membership attests to our belief in the effective superiority of system-provided services. Such service measures must include actual library usage other than that measurable by circulation, and services beyond actual book loans; e.g., expert aid to students and research which is more likely to be available in a large library or through a system staffed with professionals and specialists.

TABLE 2

Reduced Costs as Function of Size
Grade A Binding[5]

Size of Book	Out-of-State Library	System Price	Savings Per Vol.
Up to and including 8"	$2.05	$1.40	$ .65
Over 8" including 9"	2.35	1.40	.95
Over 9" including 10"	2.75	1.60	1.15
Over 10" including 12"	3.40	1.60	1.80
Over 12" including 14"	4.10	1.60	2.50
Over 14" including 16"	4.80	1.60	3.20

A number of concepts arising out of this study deserve further consideration. First, why do standard measures of efficiency, e.g., circulation/per capita fail to demonstrate, either relatively or absolutely, the ostensibly obvious advantages incurred as a library's size and population served increase? The answer rests in service levels. It is difficult to devise measures for service; first, various size libraries serve different publics. The small library's new volume purchases, for example, reflect current public needs rather than future reference or research needs. Thus, large library book stocks are more likely to be cumulative in their utility. Secondly, large libraries' expenditures on salaries mirror a hidden variable—salaries might well be considered a *service* indicator: certainly, salaries tend to reflect higher capabilities and educational levels of employees. Since non-material service is a substantial portion of a library's utility,

4. Ibid, page 35.

5. "News Lines", April, 1969, No. 78, Wayne County Federated Library System.

more effective library service is related closely to staff competence. Here, too, large libraries fare well compared to their smaller counterparts. Finally, regarding both volumes and services, there may be an immeasurable plateau which must be reached before adequate services are provided. Indeed, 25,000[6] or 50,000 may still be relatively inefficient sizes; perhaps truly measurable efficiencies arise our of higher scale organizations. Nelson suggests that multi-county units are most efficient.[7]

Systems

If one accepts volumes per capita or circluation per capita as reliable measures of efficiency, then it must be concluded that large libraries and those libraries federated or consolidated into systems are operating at efficiency levels which are significantly inferior to non-system libraries. Examination of these criteria in our aggregate analysis (chapter 1) clearly demonstrated that:

1. Non-system libraries hold more books per capita than system libraries.
2. Non-system libraries have generally higher per capita circulation than system libraries.

Because of the apparent contradiction between this finding and the widely held belief that systems are superior, it seems unwise to stop here and accept this finding. We have based this chapter on the assumption expanded service levels are one of the most pervasive characteristics differentiating the library serving in excess of 50,000 people from libraries serving less than that. This hypothesis regarding service levels is supported by Nelson. The Nelson findings concluded that "multi-county systems are far more likely to offer a large number of services."[8] Also, "the number of services offered by systems tends to be in nearly direct ratio to the size of population they serve."[9] Services, of course, are a vital part of a library's function. [10] Our data does indeed suggest that for large libraries and for system libraries, the relationship between size of expenditures and levels of services provided is quite strong.

It is probable, as earlier suggested, that the advantages of systems evolve not from organizational makeup so much as from size. Small libraries joining together, create, in effect, large libraries out of small ones. The effect is twofold: (1) system organization exposes small libraries to greater stocks of books and (2) it offers these small libraries an array of services heretofore unavailable. The significance of the advantages that system membership potentially offers cannot be overemphasized.

Book Stocks

The measure of book stocks (volumes per capita) of 3 of 4 categories of libraries proved to be significantly smaller for members of systems. This fact is deceiving. First, figures may simply reflect more efficient weeding of obsolete books, made possible by greater available resources. The significant figure to consider though, is not *real* book stock but *effective* book stock, i.e., the volumes available to the small system member through system resources.

Using effective book stock figures, small libraries in systems should display quite high per capita volume indices. An example will demonstrate this phenomenon quite effectively: Georgetown Township Library, a small library in the Kent County System, has a small volume per capita index. If we analyze Georgetown in terms of its system's resources, however, its effective book stock includes all the books available in the system. This yields a volume per capita figure of more than 25. This compares quite favorably to any library in the state. Grand Rapids Public Library, for example, has 2.6 volumes per capita as a consolidated system. Here, we have juggled statistics to demonstrate that Georgetown Township Library is potentially more effective than Grand Rapids Public Library, on at least one index, by a factor of ten. Of course, the figures don't fully reflect reality. But, in a greater sense, they indicate the power and potential that a well organized system operating at peak efficiency might offer. Even if an

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6. The American Library Association recommended minimum collection.
7. Op.cit., Nelson, page 35.
8. Op. cit., Nelson page 35.
9. Ibid, page 36.
10. Service levels, as an indicator of library effectiveness, have been considered in Chapters one and two.

ideal system performs this function at ten or twenty per cent efficiency, it is clear that the small library stands to benefit.

Services

Service levels in systems, as measured by salary expenditures and number of services offered show systems to be substantially more effective than non-systems; large libraries, too, show higher service offerings. These findings are detailed further in Chapter one.

Our data suggests (Chapter one) that systems, although having less volumes per capita, are demonstrably higher than non-system libraries in their new volume purchases. This trend, we noted, indicates that system libraries have a greater growth potential over time. Our findings are not unique in the study of systems. Nelson noted that "volumes per capita [are] probably increasing at a faster rate in the systems than in libraries generally throughout the country".[11]

Size

Data from the aggregate analysis demonstrated a number of relatively clear patterns of fiscal behavior emerging out of the various size groupings, as well as on a system/non-system breakdown of libraries. A special analysis of very large libraries (those serving in excess of 200,000 persons) reinforces the patterns and conclusion drawn in this earlier analysis. Some of the particularly outstanding examples are offered below; the figures speak for themselves. We have collapsed categories in our earlier data and show only aggregate mean figures for system and non-system libraries. These figures are compared to figures for the large library group.[12]

TABLE 3

Mean Per Capita Salary Expenditures

1.	All non-system libraries	1.25
2.	All system libraries	1.33
3.	25,000+ librarys, non-system	2.10
4.	25,000+ libraries, system	2.07
5.	All large libraries (200,000+)	2.66

11. Op. cit., Nelson, page 243.
12. See Chapter one.

TABLE 4

Salary As Percent of Total Expenditures

1.	All non-system libraries	56.4
2.	All system libraries	53.2
3.	25,000+ libraries, non-system	67.3
4.	25,000+ libraries, system	65.4
5.	All large libraries (200,000+)	72.3

Tables 3 and 4: Salary expenditures per capita show a general trend upward as a function of size. Salary expenditures also rise disproportionate to total expenditures. The figures reflect the service potentials that are reached as size of libraries increases. Libraries serving larger populations are faced with more specialized research and reference needs and characteristically take on consulting and special service functions as a corollary to increased demands.

TABLE 5

Mean Per Capita Overhead Expenditures

1.	All non-system libraries	.88
2.	All system libraries	.69
3.	25,000+ libraries, non-system	.40
4.	25,000+ libraries, system	.40
5.	All large libraries (200,000+)	.38

TABLE 6

Overhead As a Percent of Total Expenditure

1.	All non-system libraries	32.6%
2.	All system libraries	28.1%
3.	25,000+ libraries, non-system	13.5%
4.	25,000+ libraries, system	16.1%
5.	All large libraries (200,000+)	11.0%

Tables 5 and 6: Within the large group, overhead percentages for Wayne and Detroit, the largest, are 7% and 9% respectively. Figures demonstrate clearly the economies of scale available in large libraries: the decreasing proportion of expenditures devoted to overhead and the decreasing per capita overhead expenditures reflect the classic case of economies of scale. As a library or a library system grows in size, one can assume that its fixed costs will decrease in relation to total expenditures. Analysis of the data supports this hypothesis.

TABLE 7

Circulation Per Volume

1.	All non-system libraries	2.05
2.	All system libraries	2.37
3.	All 25,000+ libraries, non-system	2.86
4.	All 25,000+ libraries, system	2.86
5.	All large libraries, 200,000	2.92

Table 7: The significant conclusion that these facts suggest is that largeness is the factor most important for variations in circulation per volume. The figures indicate that system libraries and all libraries serving 25,000 or over, as well as those serving 200,000 or over, have higher resource utilization. The apparent drop in system figures in the 25,000+ range is not large; however, a logical explanation may reside in the research function performed by many of the large system libraries and in the largest metropolitan libraries. The resultant in-library usage, as well as the more frequent use of photo copying of materials, might account for the apparently decreasing circulation/per volume.

The Metropolitan Library

The large metropolitan library is characterized by a rapidly expanding service level. But as population centers expand and service demands increase, the metropolitan library has been faced with a concomitant erosion of revenues. This apparent anomaly is explained by a general exodus from the cities, in terms of population, business and industry. As suburban metropolitan areas expand, urban centers contract. Urban tax bases dwindle as population and industry move to the outlying areas, yet these very industries are the ones that continue to utilize urban library services and as suburban population expands to meet the enlarged labor market, it turns to the established metropolitan library for its services. The large city suffers even more because of the general assumption of strength. It is crucial to our understanding of metropolitan libraries that size alone can not be the measure of strength; i.e., the large library, possessing greater physical resources and book stocks is often dependent upon a financial base that is weaker, per capita, than libraries of more modest size.

The state-wide average per capita expenditure is $2.33. Of the five libraries serving in excess of 200,000 persons, two of these are spending less than the state average, and three are spending more than the mean figure. At the same time, some of the large libraries are spending up to four times the state average. Clearly, the per capita expenditure figure for all large libraries serving in excess of 200,000, while exceeding the state average of $2.33 by $1.38, does not reflect reality. Rather, it is distorted by the extremely high per capita incomes of a relatively few large libraries.

Coupled with non-resident usage, this situation has lead to definite inequities in the funding of metropolitan libraries. Political boundaries complicate attempts at equitable library financing. Contractual fees between libraries serving different counties or having overlapping jurisdictions, the problems of double taxation experienced by some communities served by more than one library authority, and the current absence of any geographical limitations on systems has contributed to the often chaotic financing arrangements for independent as well as system libraries. This along with the apparent tendency of voters to favor local autonomy, has contributed to the plethora of difficulties facing Detroit and other metropolitan libraries in the coming decade. Wayne County Federated Library System, a metropolitan system, has demonstrated that the problems are not insurmountable. With some 52 libraries in two counties, Wayne has managed to smooth political difficulties with contractual arrangements, which provide member libraries with the considerable systems benefits while allowing them to retain certain local autonomy, most notably the right to disassociate from the system.

In addition, metropolitan libraries have generally served as research and study resources for the growing off-campus student population. As community college enrollment increases beyond the capacities of poorly financed local and school libraries, and student needs outstrip their research resources, metropolitan libraries fill the resultant gap. Studies have shown that Detroit, Flint, and Grand Rapids are the primary resource libraries for the off-campus college student in Michigan, with other local libraries, also metropolitan, serving those not within easy access to these urban centers.

Detroit Public Library

The Detroit main library's public, in more than three out of ten instances, comes from outside the

Detroit city limits. Surveys taken in conjunction with the recent Metropolitan Library Project show 38.1% of the library's users listed residences outside Detroit, 35.8% of them from the tri-county area. 2.3% came from outside the tri-county area.

CHART 1

Non-Resident Use of the Detroit Main Library [13]

Wayne County Communities (14.6%) (in order of use)	Oakland County Communities (14.6%) (in order of use)	Macomb County Communities (6.9%) (in order of use)
All the Grosse Pointes	Southfield	Warren
Dearborn	Royal Oak	St. Clair Shores
Dearborn Heights	Oak Park	East Detroit
Redford Township	Birmingham	Roseville
Livonia	Farmington	Mt. Clemens
Allen Park	Ferndale	--
--	Huntington Woods	for a total of
for a total of	Berkley	27 communities.
42 communities.	--	
	for a total of	
	60 communities.	

State Aid

According to Act 286, Sec. 14, the state provides for aid to systems on a sliding scale: an inverse ratio between square mile population density and per capita grants. While the rationale behind this legislation seems to reflect an assumption that libraries serving less densely populated geographical areas suffer from higher costs and inefficiencies, actual practice may support the contention of many metropolitan library directors that present law does not recognize the special costs of the urban setting. In fact, metropolitan libraries characteristically serve populations outside their taxing authority; their size and location tend to attract high usage from non-resident off-campus students and employees of city-based industry. These extra costs are a function of population density and are not recognized by the current method of distributing state aid. While overhead costs are reduced as a function of size, these savings are channeled into salaries—off setting any gains. Material expenditures are forced to decrease. The relationship between costs and size may be curvilinear. We noted in chapter one that penal fines were proportionally most important to small libraries and had relatively little impact on the financing of the larger libraries. Local support to libraries in the form of property tax is strongest in the middle-range categories, falling off in the largest size group. It was suggested that state aid served as an equalizing factor for large libraries. Statistically, this may be evident, but the statistical significance of this finding must be hedged somewhat when we note that the results are most likely the result of some very large but undependable grants-in-aid provided to a very small proportion of large libraries. It is felt by most large library respondents, in both interview and questionnaire findings, that the state aid fails miserably in an equalizing capacity.

13. Courtesy of Detroit Public Library.

Use

User profiles of the large metropolitan library show a high concentration of student use. Kent County estimates student use at 70%; Detroit, 66%; Ann Arbor, 50%. Dearborn reports 66% student use, and notes the following use pattern:

TABLE 8

Age	Use
16-24	Heavy
25-35	Weak-Moderate
36-55	Moderate-Heavy
56-65	Moderate-Light
66-----	Light

The figures show that the majority of library use is by the age category in which there is a preponderant student population; established professionals (35-55) are next. It is important then, to note the role of the metropolitan library service in education, be it secondary, college, or continuing professional. One large library director noted that "success of the student in school who uses public library facilities is certainly related to the quality of library resources and yet few seem to realize the correlation." It is perhaps crucial to the success of public libraries in the future, particularly those serving metropolitan areas, that the legislature and their constituencies have sufficient information about the libraries' role in education to effect: (1) farsighted action in the provision of appropriate book stocks and services to meet the challenge of

educational needs, (2) programs that take transportation time and distance into account, to insure sufficient availability of library service throughout the metropolitan area, and (3) the appropriation of necessary funds to adequately meet these needs–before the needs become glaring inadequacies.

The Expanded Role of the Large Libraries

One of Michigan's prime concerns with regard to libraries should be the utilization of the full potential of the large library. Serving the proper function in a larger system will enable the large library to expand its own local services while concurrently serving a vital function as a regional center.

Large libraries are especially suited because of size, administrative expertise, and economies of scale to become training centers and sources of administrative counsel for smaller urban and rural libraries. At the apex of a system, the large library tends to be well enough developed to conduct library workshops and training centers. Both large and small libraries have emphasized that the prime barrier to effective system development in Michigan is cost. Present Michigan law requires a per capita fee for prospective system members which in many cases has been prohibitive. Large libraries are meanwhile seeking new ways to encourage smaller libraries to federate into systems so all can receive optimum service. From the surveys and interviews with large library directors there emerged a consensus that small libraries must be given the encouragement and the opportunity to utilize the concrete advantages of effective system operation. The general attitude of pessimism grew out of the current high cost that small libraries must incur to share in system benefits. It is clear communities are generally in no position to take on the extra burden and library service is not often viewed as a high-priority need in the small community. High circulation rates in the small libraries indicate their patrons place relatively heavy demands on resources. If the small community can't satisfy evident needs, then pessimism may be realism.

Detroit Public Library

The Detroit Public Library has a collection of approximately 1.9 million volumes and a professional staff of approximately 300. Main library costs are approximately 3.5 million dollars annually.

Currently, Detroit has a fine collection, both in terms of volume aggregates and composition, when compared to other large libraries in the state. Indeed, Detroit's volume strength is well above acceptable minimums currently set for libraries in San Francisco and Los Angeles by a California Library Planning Task Force. By most standards, resources and facilities of the Detroit Public Library are currently adequate.

But Detroit, like most major metropolitan areas in the nation, is faced with a number of acute problems whose resolution is hindered by multiple factors. The financial problems currently confronting the DPL are likely to continue and become more acute in the near future, given the present formula for providing financial assistance to the DPL. Their difficulties spring from (1) declining tax bases, (2) erosion of the urban population, (3) the fact that the local sources of revenue cannot be measurably increased in the near future, and (4) the costs of non-resident utilization of library facilities.

Cost of non-resident usage is a major factor in Detroit's declining strength. A survey of the main library has shown that 35-40%[14] of Detroit's main library costs are attributable to non-resident usage.

With main library costs at approximately 3.2 million dollars annually, Detroit spends close to $1.3 million a year to support services to non-residents. Current state aid to Detroit Public Library amounts to approximately $295,000[15]; this aid amounts to only 23% of the Detroit Public Library's estimated total cost of service to non-residents. While Detroit levies a 1/2 of 1% income tax on non-residents who work in the city, the portion allocated to library support amounts to an estimated 14 cents for each $10,000 taxable income.

The non-resident library card fee is $10.00. This fee is not charged to persons attending school in Detroit, those who pay taxes in Detroit, and all people who work in Detroit, regardless of residence. Further, the Detroit Public Library participates in interlibrary loans to Wayne County Library. Detroit provides support for the Wayne

14. Harold Johnson, Detroit Metropolitan Library Research and Demonstration Project, page 59.

15. 1967-68 figures.

library through the County Federal Fund, but receives little in the way of compensation.

The Detroit Library is surviving only because of its initial strength. Over the last 5 years, it has lagged greatly in terms of expenditures for books and other services. Rising costs have been at the root of their difficulties. In the last half of the '60's, the cost of books has risen twice as fast as appropriations. The United States produces 30,000 monographs a year, and this figure is doubling yearly. Costs of these publications rise 6-7% annually and salaries and wages increased about 7%. The result of all this for Detroit has been a cutback in hours open: the main library in July 1968 cut hours from 65 to 45 per week; the branches went from 54 to 40 hours open per week.

Detroit is well behind major American cities in terms of library expenditures per capita. On per capita expenditures for books, periodicals, and audio-visual materials, Detroit has been demonstrably weaker than the majority of libraries selected for analysis in a recent study.

The Detroit Public Library, as noted previously, serves a large student population, for which it is not compensated adequately. Detroit currently spends 83% of its budget for salaries, and this is not even considered sufficient; higher salaries at competitive levels are needed to attract qualified personnel. Currently, Detroit is carrying a burden that is developing beyond its capacity to support. If it is to maintain, let alone increase its service, it must be enriched with an infusion of state funds. Detroit Public Library is blessed with the potential of becoming a major book and information resource for the whole state. But the Detroit Library System must serve the dual function of a library of first instance for the Detroit metropolitan public and a resource-research function for areas outside Detroit. Adequately meeting both these demands requires that the main library alone be used as a regional resource center. The DPL branches would be quite unable and ill suited to perform regional services. The financial snag is that the resources of the main library alone are not adequate to supply material needs to both the people of Detroit and to an expanded demand based on its formal incorporation into a regional and state-wide resource network. The financing of Detroit's regional and state resource-research functions should be the primary responsibility of the state.

Ideally, the state should move toward assuming total responsibility for the current costs of meeting demands from patrons living outside the Detroit area. Further, the state should finance immediately the entire additional costs involved in the formal establishment of the DPL as a regional and state resource-research center. Finally, the state should agree to maintain the solvency of the Detroit Public Library in light of the projected revenue problems confronting the metropolitan area.

The Need for Systems

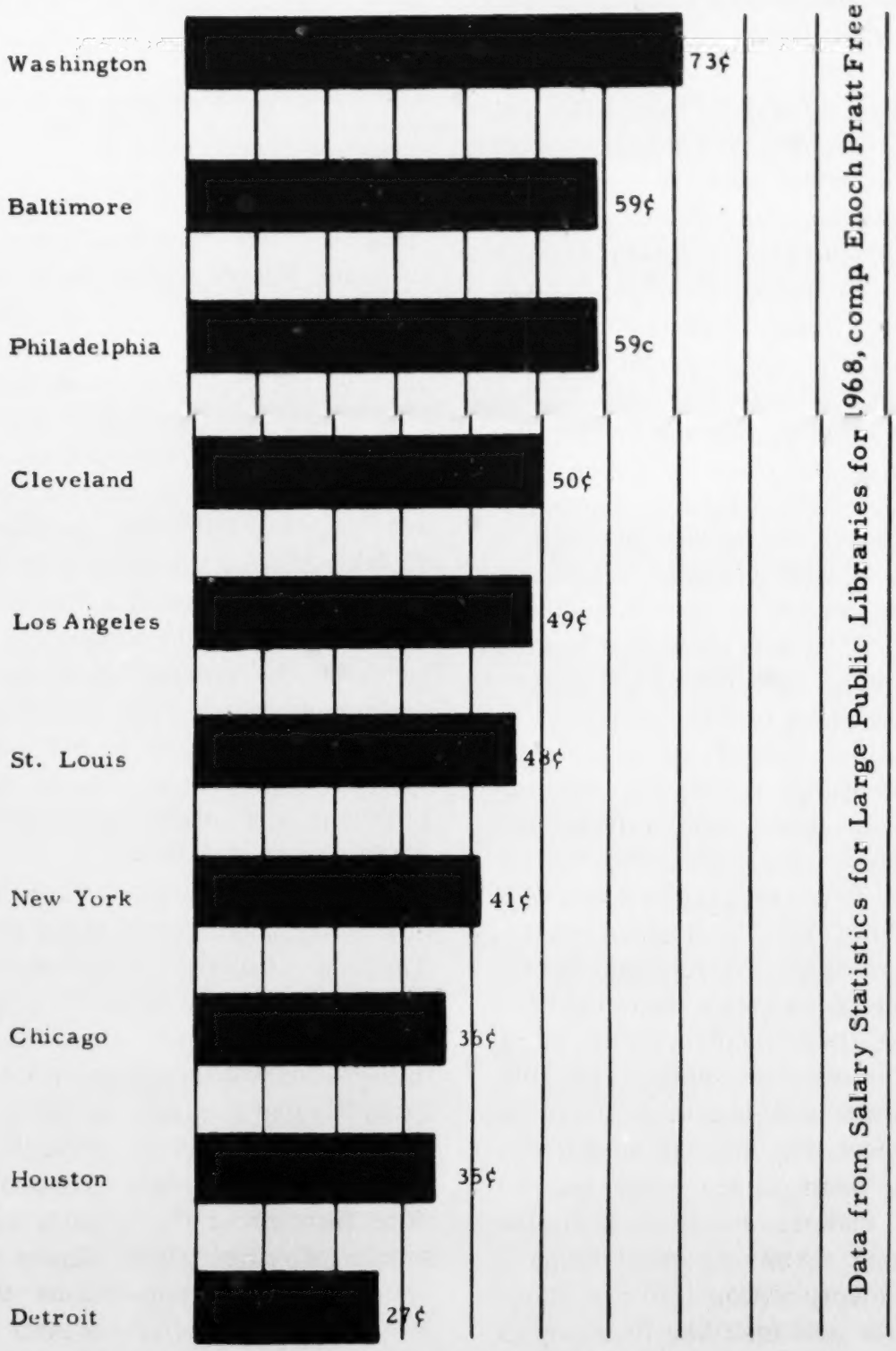
The need for systems is primarily indicated by a need for *size*. It is difficult to imagine truly efficient library service being offered by libraries serving constituencies of less than 25,000 persons. At a cost of $5.00 per capita for a foundation library, the costs are considerable. It is doubtful that Michigan can have full library service unless an alternative to independent local library service is offered. Presently some 272 libraries in Michigan are supported by populations less than 25,000–80% of the libraries in the state fall below what has been termed a minimum jurisdiction. If local needs are to be adequately met, (which is not generally the current situation) then these jurisdictions are going to be forced to pay even greater per capita premiums to get sufficient service. A systems arrangement would help alleviate the problems encountered by the small library in meeting minimum standards.

The regional system arrangements proposed in this study serve populations generally exceeding American Library Association size standards, which call for systems serving populations in excess of 150,000 persons.[16] In addition, at least half of the systems will serve populations of over 500,000. In an in-depth study of library systems in the United States, Nelson presents some very clear evidence from his data that current system operations throughout the country reflect a pattern of service offerings which clearly demonstrates that systems serving populations from 250,000 to 499,000 persons offer a greater variety of services than any other size; further, his data indicates that systems serving in excess of 750,000 tend to

16. Regions 2 and 4 of the proposals excepted.

Chart 2

BOOK EXPENDITURES PER CAPITA FOR 10 LARGEST U.S. CITIES



operate at a consistently higher service level than any population size.[17]

As a corollary to size, Nelson's findings demonstrate that "multi-county systems are far more likely to offer a large number of services".[18] As in the size-service analysis, Nelson found that systems whose boundaries transcended county lines were offering consistently greater numbers of services than libraries having either county-wide or less than county-wide jurisdiction. If current nationwide trends are any indication of what can be expected from library systems, it is safe to conclude that the systems proposal herein promulgated promises to greatly improve Michigan library services.

Michigan Library Regions

It is recommended that Michigan be divided into ten library regions, as designated on the accompanying map on page 71. We believe that these ten regions will provide maximum system service to all areas in the state. Each of the regions has been assigned a resource library, and these have also been indicated on the map.

Many criteria were used in the delineation of these regions. Among the most important were population density, inter-county commuter traffic, highway traffic flow, existing viable library systems, location of suitable libraries to be developed into resource centers, and county boundaries.

Population density is, of course, a key consideration. Where the density is great, libraries naturally have to serve more people, thus putting a quantative strain on their resources. But they face a qualitative strain as well, for they must provide materials for a more diverse population. According to the proposed standards for library categorization in Michigan, a regional system headquarters library should serve a minimum system population of 100,000. As can be seen from the map of Michigan population, the ten designated regions meet the criteria of population density in the areas they serve.

Because the regional resource library must be located within a reasonable driving time of any local library, the pattern of inter-county commuting becomes important. One must know which counties form natural groupings within which residents frequently travel back and forth. The map on page 72 shows the regions of inter-county commuting in Michigan as determined by the Bureau of Planning and Program Development in the Executive Office of the Governor of Michigan. Within reason, we have attempted not to controvert the natural commuting tendencies of residents in establishing the regional boundaries.

Highway traffic flow is also important, not only in figuring the travel time for residents within the region, but also for scheduling adequate deliveries of books and materials from the regional resource center to the libaries in the region. Adequate transportation routes must be available, especially in regions of large geographical areas so that outlying libraries can receive quality service. Roads in Michigan are generally good, but in some of the northern parts of the state there are areas not joined by major highways. The map on page 73 shows the major roads in Michigan and the direction of travel on them in those parts of the state. In determining the shape of the various regions, the direction of major highways was an important variable.

Existing viable library systems were important considerations in setting up the regions, but in many cases did not outweigh the other factors. Where systems were already in existence and were operating efficiently, every effort was made to include them intact within the new regions. Because of the lack of geographical uniformity under the current system, however, this was simply impossible in some cases. It was also felt important to take advantage of existing systems headquarters when designating sites for the regional resource centers. This is a logical way to tap the experience and administrative expertise of headquarters personnel in systems which have been extraordinarly successful. Attempts were also made to insure each region would have at least a few strong libraries.

The location of strong libraries in the state was another important consideration in establishing the ten regions. Where possible, we sought to take advantage of the strength of existing libraries when designating the regional resource centers. Again this is a logical criterion, and one which is necessary if regions are to be established at any kind of realistic cost figure. It makes no sense to start building resource centers from scratch if available facilities already exist. In some parts of the state, naturally, no sufficiently strong libraries were located within a reasonable distance. In these

17. Op. cit., Nelson, page 35.
18. Ibid.

instances, it was necessary to identify libraries which were felt to be suitable for development into regional centers. In determining these libraries, however, the most relevant criterion remained the relative strength of individual libraries within the logical geographic area of the state.

County boundaries were important in determining regions for a simply constitutional reason. Under the Michigan Constitution, penal fines are distributed to the libraries of Michigan through the county offices. Therefore, to avoid any kind of fiscal chaos, or governmental splits, it was necessary to design the regions so that no county boundaries were crossed in the process.

Finally, the sectional boundaries set up by the United States Post Office Department were thought to be relevant, for many of the reasons indicated above. Their sections are designed with the delivery of mail in mind. Because one of the prime requisites of any library system or region must also consist of delivery of materials, those considerations thought important by the Post Office were also included here. The map on page 75 shows the division of the state into the postal sections.

Certainly there can be dissent from this type of regional arrangement and from the boundaries which have been established here. In setting the regions, many of the decisions concerning counties were arbitrarily made. As in the case of Alger county in the upper peninsula, it is possible that some fringe counties should be included in a different region for some local reason. However, from the criteria established above, it is our belief that the general outline of these ten regions is sound.

The following table gives the comparable figures within each region for the population served, number of counties within the region, and the number of libraries within the region. Except for Regions 9 and 10 which are exceptionally well equipped to handle the larger population, some attempt at equity can be seen to exist.

Some justification needs to be made for the selection of the Regional System Headquarters Libraries. In most cases, the choices were obvious. As can be seen from the accompanying table (Table 10), the libraries serving Regions five through ten all meet the minimum standards for regional headquarters, as stated elsewhere in this study (see Chapter 8).

TABLE 9

	Population	Number of Counties	Number of Libraries
Region 1	179,215	8	20
Region 2	125,434	7	10
Region 3	170,373	12	32
Region 4	145,576	13	17
Region 5	913,334	11	50
Region 6	921,017	10	44
Region 7	621,489	5	29
Region 8	871,374	10	61
Region 9	2,961,934	7	62
Region 10	1,742,344	*	3

*Detroit, Hamtramck, Highland Park (At the time of writing, there was a movement by Hamtramck to remove itself from the Detroit System.)

Grand Rapids is to be the Regional System Headquarters Library for Region five. In conformity with other recommendations this library will consist of a combination of the present Grand Rapids Public Library System and the Kent County Library System. The combined strength thereby resulting makes Grand Rapids the only possible choice for a regional headquarters.

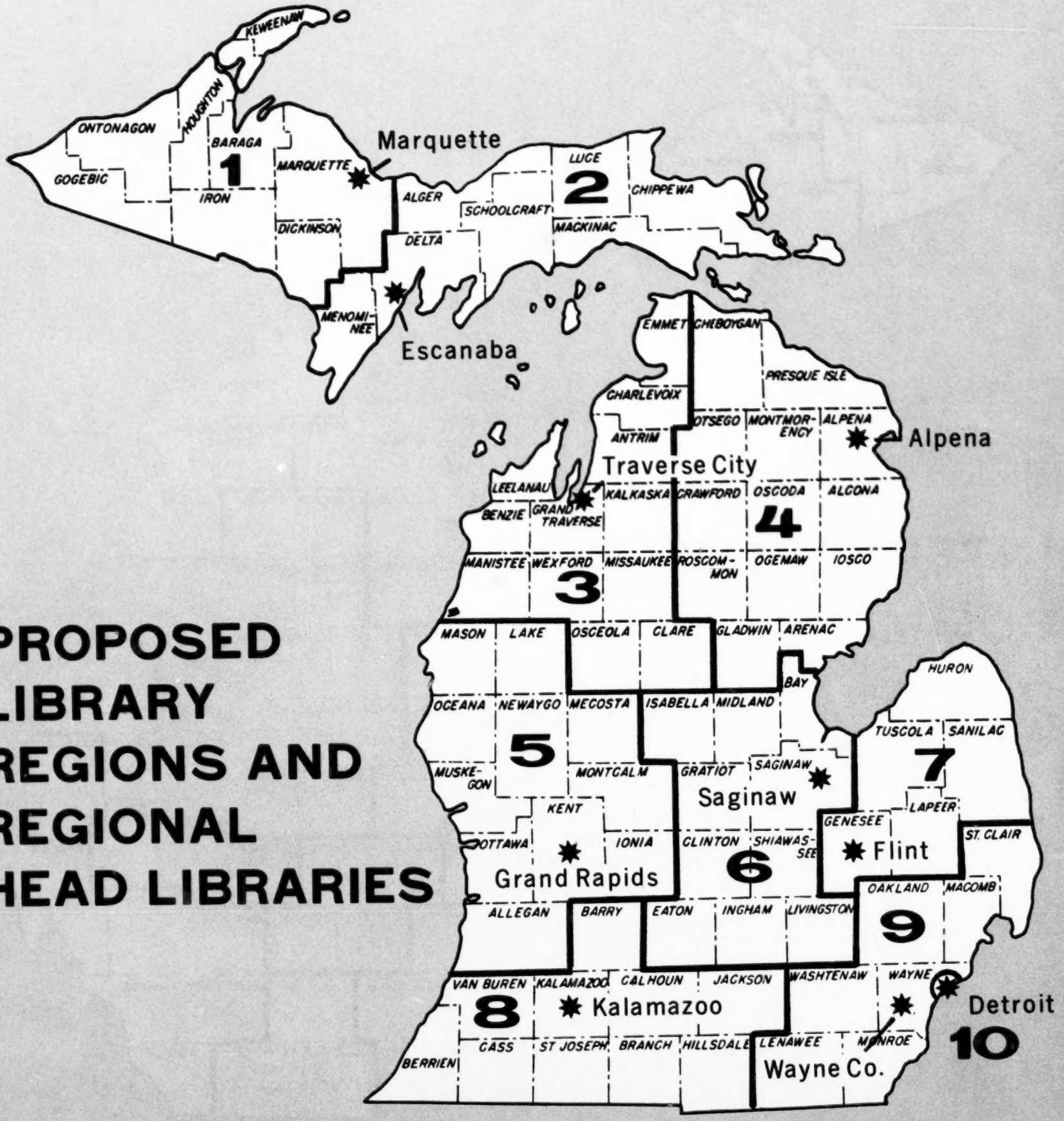
In Region six, three possible libraries—Bay City, Lansing, and Saginaw—were considered. Saginaw was selected for two major reasons. First, it has significantly more volumes than either of the other two, making it a strong base from which to work. Second, it provides the services and facilities of a regional headquarters within easy reach of citizens in the northern part of Region six. It should be noted that the southern part of the region contains the State Library.

Region seven posed few problems. The Flint Public Library is by far the strongest library in the area, and is the only one qualified to handle the increased responsibilities of a Regional System Headquarters Library for Region seven. The same is true of the Kalamazoo Public Library in Region eight.

The Wayne County Library System will become the Regional System Headquarters Library of Region nine. The present Wayne County System is one of the most viable and progressive in the country, and is already servicing many of the libraries in the region. It makes little sense to change the existing structure in this part of the state.

The present Detroit Associated Libraries System has been retained as a separate region. Detroit is a large library, serving many people and as it will also

PROPOSED LIBRARY REGIONS AND REGIONAL HEAD LIBRARIES



INTER-COUNTY COMMUTING REGIONAL MAP

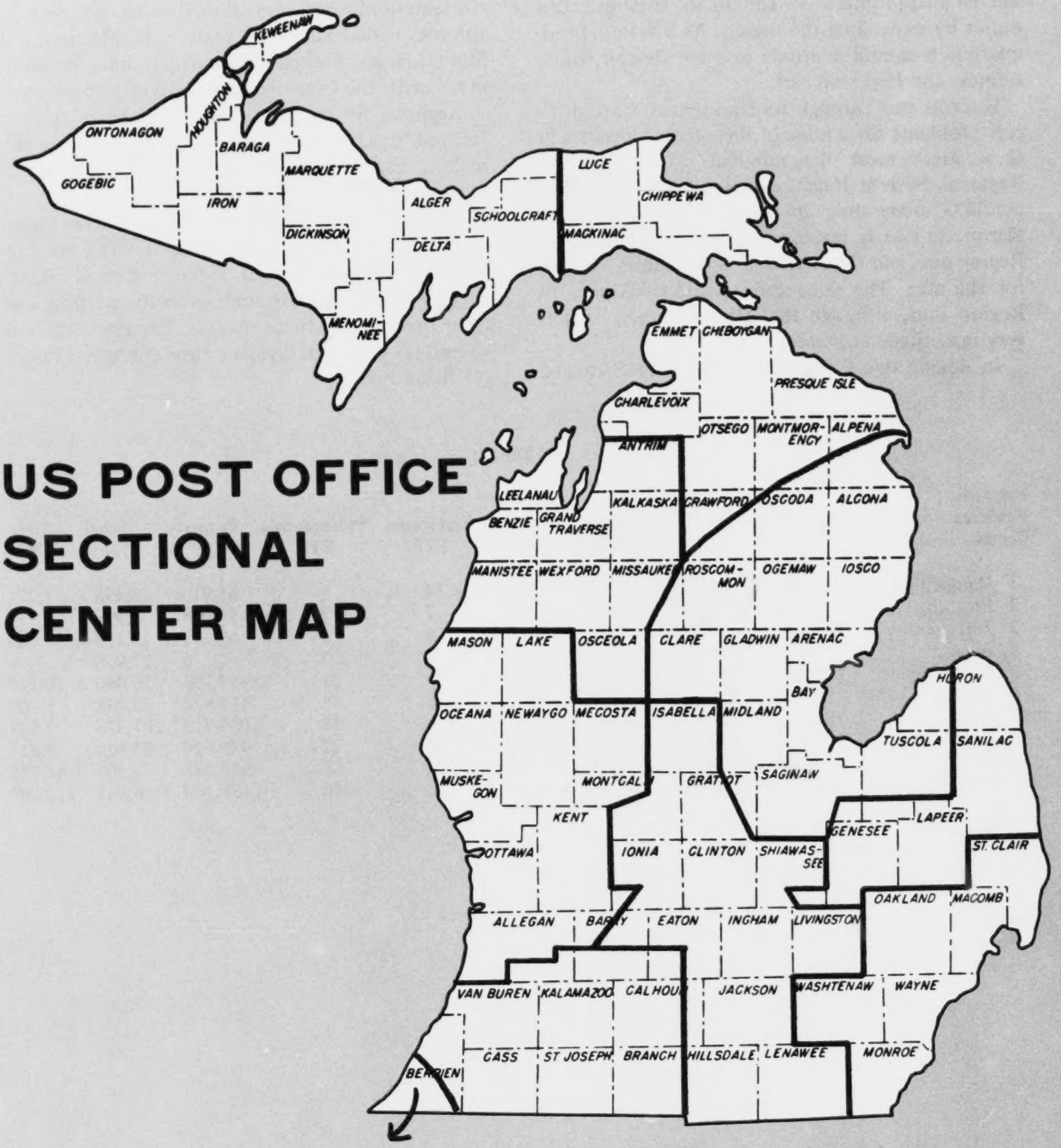
MAJOR HIGHWAY MAP

EXISTING LIBRARY SYSTEMS 1966

KEY

1. Berrien County Library League
2. Central Michigan Library System
3. Chippewa Library League
4. Dearborn Public Library System
5. Detroit Associated Libraries
6. Eastern Peninsula Library System
7. Flint and Genesee County Public Library Cooperative
8. Grand Rapids Public Library
9. Grand Traverse Area Library Federation
10. Kalamazoo Public Library System
11. Kent County Library System
12. Lansing Public Library
13. Macomb County Library System
14. Mid-Michigan Library League
15. Mid-Peninsula Library Federation
16. Monroe County Library System
17. Northland Library System
18. North Oakland Library Contract System
19. Saginaw Area Library System
20. St. Clair County Library System
21. Warren Public Library
22. Washtenaw Area Library System
23. Wayne County Public Library
24. Willard Public Library System

US POST OFFICE SECTIONAL CENTER MAP



act as a Resource-Research Center, it was considered inappropriate to add to its administrative duties by expanding the region. As a system headquarters it should continue to serve Detroit, Hamtramck, and Highland Park.

Regions one through four presented more difficult problems since none of the existing libraries in these areas meet the minimal standards for a Regional System Headquarters Library. However, conflicts arose only in Regions two and three. Marquette clearly possesses the strongest library in Region one, and the city itself is the cultural center for the area. The same can be said of Alpena in Region four, although the Alpena library itself is very inadequate at present.

In Region two the choice was between Escanaba and Sault Ste. Marie. While the library at the Soo contains more volumes, Escanaba has an edge in volumes added and total budget. In addition, the State Library Branch in Escanaba could be combined with the Escanaba Public Library to produce a Regional System Headquarters Library with a strength much greater than any other library in the region. Escanaba was chosen assuming such a combination.

The two possibilities in Region three were Traverse City and Cadillac. Both libraries are currently system heads, but Traverse City is clearly superior in terms of volume strength, staffing, and total budget. For these reasons, Traverse City was chosen as Regional System Headquarters Library for Region three.

TABLE 10

Regional Resource Center	Population	Volumes	Volumes Added	Present System Head	Employees FTE	Professionals FTE	Property Tax**	Penal Fines	State Aid
1 Marquette	31,317	80,171	2,742	No	14	1	61,919	18,435	1,271
2 Escanaba	15,391	32,605	4,147	No	7	2	54,008	5,999	770
3 Traverse City	18,432	39,454	3,072	Yes	8	2	57,719	13,158	922
4 Alpena	28,556	18,000	82	Yes	9	2	0	22,950	0
5 Grand Rapids	202,269	528,640	21,815	Yes*	89	21	2,137,792	76,460	10,119
6 Saginaw	199,429	276,111	11,124	Yes	58	15	177,616	83,938	5,905
7 Flint	196,940	300,408	34,464	Yes*	139	58	1,089,716	107,678	9,847
8 Kalamazoo	106,361	322,245	20,030	Yes*	48	22	479,620	35,824	4,815
9 Wayne County	714,380	1,120,194	143,000	Yes	131	80	983,248	76,306	42,785
10 Detroit	1,670,144	1,860,447	138,640	Yes*	716	280	6,159,163	178,642	112,007

*City System
**Includes other local revenue

Chapter V

MICHIGAN LIBRARY RESOURCES OVER TIME

It is the intent of this chapter to describe where Michigan libraries have been and where they seem to be going. The concern with Michigan's future, and its strong library network as an important part of that future, must include an evaluation of the state's libraries in terms of present and future needs. Such a task is difficult for a variety of reasons. First, it is difficult, if not impossible to assess the degree to which Michigan's libraries have met those needs by comparing them to public libraries in the nation as a whole and in other states. The kind of statistical information needed for such comparisons simply is not available. That is, no such information has been compiled. It has been noted that:

> The pitiful incompleteness and tardiness of library statistics and their lack of comparability make it impossible to give specific quantitative responses to (certain) questions. No one knows precisely or even with close approximation what the total present library expenditures of the nation are or even what the Federal government contributions to those expenditures are . . . nor can even approximately reliable specific estimates be made of the cost of remedying the serious deficiences in library service that we all know exist.[1]

But even if we knew such aggregate information, there is no assurance that we would then know how well Michigan libraries are doing. This is because any national statistics would be based on states whose educational level, economic conditions, and growth potentials are radically different from those of the State of Michigan.

There is also some difficulty in determining exactly what "good" library service is. Can the quality of library service be ascertained by public opinion? The answer to this question and others like it poses a dual concern. On the one hand, all public libraries have the same minimal needs in attempting to serve the population of the state: there is the need to make available the basic reference books, standard magazines, the best seller books, and the like. But another problem is posed by the fact that we are rapidly becoming a society of specialists. A recent study on the public libraries in California made the following observation:

> Increasingly our way of life is marked by more specialized interest. Formerly specialists were confined primarily to the university campus or the occasional research laboratory. Now they live and work out in the community . . . Where does the local government official get the background on urban planning, or the small businessman on technical changes affecting his products, or the junior college student on his first research paper in psychology—to say nothing of the citizen seeking to understand basic trends in Asia or the theories behind modern art? Most of us become specialists from time to time, and seek background to comprehend the complex matters that come before us.[2]

As we shall come to see, the challenge confronting public libraries in Michigan is one of serving an ever expanding population that has more and more specialized interests and needs. This means that libraries will have to expand in number and kind the resources required by this changing populace. The problem is compounded by the fact that library costs are rising astronomically and will require more money merely to maintain present service levels. Given that present revenue expenditures do not compare favorably to other states with a similar socio-economic configuration, Michigan is faced with the uncomfortable need to expand library revenues beyond merely meeting cost increases.

A Deceptive Picture

An examination of the salaries, incomes, and volumes for Michigan libraries from 1965 through 1968 can present a deceptive picture of growth. For libraries serving a population of 25,000 or more, the amount of income rose 51.2% in this period. Salaries rose 52.5% and the number of volumes was up 18%.[3] For libraries serving a population of 5,000-24,999, there is a similar trend. Total income by 1968 was up more than 44%. Salaries rose better than 30%. And the total number of volumes rose by 7%. For the smallest size libraries, those serving less than 5,000 there is also a trend in the direction of higher salaries, more volumes, and more total income.

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1. United States Office of Education: "preliminary Report on Academic Libraries," 1966-67.

2. *Public Library Service: Equal to the Challenge of California*, June 30, 1965, p. 41.

3. The information for Tables #1-3 was compiled from *Michigan Library Statistics*, Michigan Department of Education. 1965-1968.

TABLE 1

Income, Volumes, Circulation and Salaries for Libraries in Michigan serving from 1-4,999 for 1965-1968

Year	Volumes	Circulation	Salaries	Income
1965	1,067,039	2,172,977	$323,595	$ 762,893
1966	1,111,976	2,074,885	$334,187	$ 934,481
1967	1,147,401	2,012,294	$395,679	$1,142,185
1968	979,876	1,567,482	$367,127	$1,027,849

TABLE 2

Income, Volumes, Circulation, and Salaries for Libraries in Michigan Serving 5,000-24,999 from 1965-1968

Year	Volumes	Circulation	Salaries	Income
1965	1,742,990	5,296,815	$1,093,331	$2,118,261
1966	1,768,415	5,103,956	$1,126,897	$2,380,515
1967	1,845,132	4,963,852	$1,285,824	$2,737,010
1968	1,863,274	4,803,365	$1,429,371	$2,850,812

TABLE 3

Income, Volumes, Circulation and Salaries for Libraries in Michigan Serving 25,000 and Over From 1965-1968

Year	Volumes	Circulation	Salaries	Income
1965	7,406,595	23,818,078	$ 9,007,058	$13,998,764
1966	7,829,268	24,044,060	$ 9,773,104	$15,640,618
1967	8,069,967	23,854,048	$10,862,524	$17,165,616
1968	8,602,206	24,223,137	$13,701,303	$21,170,555

But care must be taken when analyzing any aggregate statistics. The figures for libraries tend to fluctuate from year to year, in part, because of changes in the total number of libraries reporting in each category. The deceptiveness of income increases is made most apparent when examining the accompanying rise in cost of materials, salaries and services in the past decade. For example, from 1963 to 1965 book budgets for libraries nationally increased 27.6%, and resulted in a 34.2% increase in the number of new volumes added. But for the time period 1965 to 1968 a budget increase of 23.7% was only able to produce an increase of 19.1% in book acquisitions.[4] The logical implication is that we are paying considerably more for the same material acquisitions.

By using the 1959 prices of books in various categories as an index, what has happened to the price of books becomes clear. The cost of biographies by 1968 was up 80%; childrens books up 32%; education books up 30%; history up 44%; and science up 46%.[5]

The meteoric rise in the price of books is important because of its bearing on deciding whether or not present per capita expenditures is sufficient. With cost considerations being kept in mind we note the real effect of the rise in total incomes on the ability of Michigan libraries to expend per capita (see Table 4 below).

As can be seen from Table 4, over half of the libraries in Michigan are spending less than $2.00/capita.

TABLE 4

Expenditures per Capita for [6] Michigan Libraries in 1968

Expenditures per Capita	Number of Libraries	Percent	Cumulative Percent
Less than $1.50 . . .	116	36.8	36.8
1.50-1.99	53	16.8	53.6
2.00-2.99	82	26.0	79.6
3.00-3.99	25	7.9	87.5
4.00-4.99	16	5.0	92.5
5.00-5.99	11	3.4	95.9
6.00-6.99	4	1.2	97.1
7.00-7.99	3	0.9	98.0
8.00-8.99	1	0.4	98.4
9.00-9.99	2	0.7	99.1
Over 10.00	2	0.7	100.0
	315		

It is not difficult to show such per capita expenditures present an unfavorable view of Michigan's potential library performance. In the state of New York the average expenditure per capita for public libraries in 1950 was $2.00. By 1964 this figure had risen to $3.37.[7] Michigan, in contrast, by 1968 was spending only $3.16 per capita. Thus, over 50% of the libraries in Michigan are below the 1950 level of libraries in the State of New York, and in 1964 New York was spending more per capita than Michigan spent in 1968.

4. *The Bowker Annual of Library and Book Trade Information*, 1969 (R. R. Bowker Company: New York), pp. 5-6.
5. Ibid, 1969, p. 49.
6. Data compiled from *Michigan Library Statistics 1968*.
7. *Emerging Library Systems*, the University of the State of New York, Feb. 1967, p. X1-3.

Of course we are still left with the question as to what is an adequate per capita expenditure? The answer depends on a variety of factors, such as the size of the population served and how efficient it is to serve different sizes of population, etc. The American Library Association has estimated that an adequate expenditure per capita would be close to $6.00, or almost double what Michigan is presently spending.[8]

Certainly, as one would expect, the smaller libraries in the state have a problem securing a sufficient per capita level of expenditure. This is in part due to the existence of fewer financial resources, as well as the fact that it is more expensive per capita for smaller libraries to offer the same level of service as metropolitan libraries. But it is not a problem that is characteristic only of smaller libraries in the state. One Michigan library for example, serves a population of 313,050 but is only able to expend $.93 per capita. The libraries of Muskegon, Genesee County, Ionia, Lapeer, Saranac, and many many others are in similar positions. When one examines the composition of the present state-wide $3.16 per capita, it is easy to see that what has happened is that there are a few well-to-do libraries whose ability to expend funds effects the state-wide average.

Hence, we are faced with a dual dilemma; on the one hand, most libraries in the state simply are unable to come anywhere near the $3.16 per capita for the state as a whole (in fact, over 80% of the libraries spend below the state average (consult Table 4); but on the other hand, even if they could come close to the state average, they would still be far below minimal levels set by the A.L.A. and levels set by other states.[9]

A.L.A. standards as set in 1966 indicate that at least two volumes per capita are necessary to give minimal quality service.[10] In Michigan 53.6% of the libraries are unable to meet this requirement (see Table 5). Of course, it should be understood that the A.L.A. standards referred to here are for library systems rather than for individual libraries. But noting this merely aggravates the problem. For individual libraries to provide good service would require considerably more than two volumes per capita. This is especially true when one considers what it would take for a local library to meet the needs of the specialized interests in the community.

TABLE 5

Number of Volumes/Capita for Michigan Libraries in 1968[11]

Volumes per Capita	Number of Libraries	Percent	Cumulative Percent
Less than .5	11	3.4	3.4
.5-.9	40	12.4	15.8
1.0-1.4	68	21.1	36.9
1.5-1.9	54	16.7	53.6
2.0-2.4	50	15.5	69.1
2.5-2.9	24	7.4	76.5
3.0-3.4	31	9.6	86.1
3.5-3.9	14	4.3	90.4
4.0 and above	30	9.3	99.7[12]
	322		

Another measure of service level is the number of new volumes added per capita. The A.L.A. has suggested that libraries serving under 50,000 persons (most of the libraries in Michigan) should be adding new volumes at the rate of .17 per capita.[13] Given the rising cost of materials, salaries, and general operating expenditures, this standard has generally been impossible for Michigan libraries to meet. Table 6 shows that all but the smallest of libraries have not been able to add new volumes at the suggested rate. It should not be assumed that the smallest libraries are actually meeting the standard. The need to purchase new volumes at the rate of .17 per capita per year assumes that the number of volumes already on hand is adequate. It has been shown that such is not the case. Of those libraries purchasing new volumes below the desired level of .17 are doing so at an average rate of .06. Clearly, if Michigan is going to provide adequate library services for its residents, some rather drastic changes will have to take place.

TABLE 6

Volumes Added/Capita for Michigan Libraries in 1968[14]

Library Size	Volumes Added/Capita
Serving Over 50,000	.08
25,000-49,999	.09
13,000-24,999	.12
5,000-12,999	.12
3,000-4,999	.15
Under 3,000	.20

8. *Minimum Library Standards for Library Systems* (Revision) American Library Association, 1969, p. 2.
9. *Consult Public Library Service Equal To The Challenge of California* by Lowell Martin (1965) as an example.
10. *Minimum Standards for Public Library Systems,* 1966 American Library Association, Chicago, 1967, p. 42.
11. Compiled from *Michigan Library Statistics,* 1968.
12. Does not equal 100% due to rounding.
13. Op cit., *Minimum Library Standards.*
14. Data compiled from *Michigan Library Statistics,* 1968.

Thus far we have been concerned with the ability of the libraries in Michigan to meet certain minimum standards as put forth by the American Library Association. Many of these standards deal with per capita sums. The population statistics used here were those compiled during the 1960 census. Hence, the inadequacy of Michigan libraries is really more pronounced than we have suggested and is likely to become more severe as Michigan's population is expected to increase quite rapidly during the decade of the 70's.[15]

In 1968 Michigan was able to provide 1.4 volumes per capita, but since this figure is based on 1960 population figures we would expect the per capita figure to be lower than actually reported. Using the projected population of Michigan for 1970, it is more realistic to assess the number of volumes per capita in Michigan libraries to be presently around 1.35. This assessment includes additions made to volume strengths since 1968.

TABLE 7

Michigan Population and Library Volume Change From 1965-1970[16]

Year	Population	Volumes	Volumes per Capita
1965 . . .	8,200,000	10,216,624	1.24
1966 . . .	8,289,000	10,708,759	1.29
1967 . . .	8,378,000	11,062,500	1.32
1968 . . .	8,467,000	11,145,356	1.31
1969 . . .	8,556,000	11,550,600[17]	1.35
1970 . . .	8,645,000	11,730,100[17]	1.38

The problems of providing quality service will be further aggravated by the fact that by 1980 it is predicted that the number of persons from 10-19 years of age will have increased by 34% over their 1960 level (see Table 8). What makes this point significant is that this age bracket comprises one of the heaviest users of library facilities throughout Michigan. Other groups in the population also show marked increases. Those persons from 20-29 will have increased 89% by 1980 and they also are heavy library users. The only age group that is expected to decrease is persons from 30-39 and this group has traditionally used library facilities less than other age groupings. The picture is apparent: library demand will greatly increase in the next decade and not solely because of overall population gains, for population increases will be heaviest in those age categories which have traditionally put the most pressure on library facilities and services.

TABLE 8

Projected Percentage Increase of Michigan Population Within Age Groupings for the Years 1965, 1970 1975; and 1980 Using 1960 as the Base Year[18]

	Percentage Increase			
Age Grouping	1965	1970	1975	1980
0-9	−.8	−3.7	2.4	14.9
10-19	21.6	37.6	37.9	34.0
20-29	5.3	3.19	65.5	89.4
30-39	−10.2	−21.4	−14.6	10.2
40-49	4.9	6.1	−2.1	−12.4
50-59	5.7	13.9	22.1	24.9
60-69	3.7	9.9	18.3	28.3
70-79	12.3	18.0	24.1	32.2
80 + ...	15.6	30.7	53.7	62.5

Most standards suggest that a library needs at least 25,000 volumes to adequately serve the public. The rationale for such a figure is obvious: there are certain basic reference volumes, periodicals, and other materials which are necessary if a library is to serve its public with the full range of materials generally demanded. It has also been suggested that at least two volumes per capita should be held and that new volumes should be added at the rate of .17 volumes per capita per year.

15. All of the information on Michigan's projected population is taken from *Michigan Population 1960-1980: Working Paper #1* State Resource Program, Michigan Department of Commerce: Jan. 1966.

16. Data compiled from *Michigan Population: Working Paper #1* (State Resource Planning Program, Department of Commerce). It is predicted that the population of Michigan will grow from 8,200,000 in 1965 to 8,645,000 in 1970. This is an annual increase of 89,000. We realize that the population will not increase in equal amounts from year to year. However, such a division gives us at least a rough estimation of where we are headed. The figures may not be exact but the overall trend as depicted by the table is fairly accurate.

17. The number of volumes for 1969 and 1970 are figures based on an average increase in volumes/capita from 1965-1968 of .03/year.

18. Data computed from *Michigan Population 1960-1980: Working Paper # 1* (State Resource Planning Program, Michigan Department of Commerce: Jan. 1966).

TABLE 9

Projected Population of Michigan by Age Groupings for the Years 1965, 1970, 1975, and 1980[19]

	Years				
Age Groupings	1960	1965	1970	1975	1980
0-9	1,848[20]	1,832	1,772	1,891	2,125
10-19	1,308	1,591	1,800	1,804	1,753
20-29	921	970	1,216	1,524	1,845
30-39	1,095	993	901	954	1,206
40-49	970	1,018	1,029	948	863
50-59	751	794	856	917	938
60-69	544	564	598	644	698
70-79	297	334	351	369	393
80 +	90	104	122	139	146

These standards imply that beyond the minimum of 25,000 volumes, the larger the library in terms of population served, the larger its collection. This is generally the case in Michigan. However, to expect a library which serves 500 people to possess a minimum collection of 25,000 volumes (or 50 volumes per capita) is out of the question. Yet the geographical distribution of population and libraries in Michigan is such that many libraries necessarily exist for which it is impractical to require a collection of 25,000 volumes. To simply say that these small libraries ought to be combined or eliminated neglects the fact that many people would likely go unserved. True, some of the smaller libraries in the state can fruitfully be eliminated or combined with larger ones where they tend to duplicate services, but many more cannot.

While the very small libraries in Michigan cannot meet the 25,000 volume standard, they generally do meet the two volumes per capita standard and are also able to add new volumes at a rate higher than .17 volumes per capita per year. Large libraries which meet the 25,000 volume standard do not meet the other two standards in Michigan, but for the very large library this is not surprising or particularly disturbing. In the very large library, basic collections of heavily used items are normally complete such that new additions generally are reflective of items having lower use profiles. Additionally, there is more than casual evidence to suggest large libraries are able to make a more efficient and effective use of book stocks allowing them to fall below the "minimum" standard of two volumes per capita. Thus, the low per capita volume strength in the large library is less a problem than in the smaller libraries.

TABLE 10

Selected Michigan Library Characteristics by Library Size

Library Size	Number of Volumes Per Capita	Volumes Added Per Capita/Year	Approximate Median Collection
0-2,999	2.8[21]	.207[21]	5,000
3,000-4,999	1.9	.150	7,000
5,000-12,999	1.8	.123	12,500
13,000-24,999	1.4	.123	22,500
25,000-49,999	1.5	.097	—[22]
50,000+	1.3	.086	—[22]

Michigan's medium size libraries pose the greatest threat to adequate library service. Unlike the small library where demand can generally be met with small book stocks and system membership, and unlike the large library where adequate basic collections exist, the medium library has neither an adequate collection, nor provides for a minimally necessary rate of book additions. The inadequacy of the basic collection is much more severe a problem for this size library than the small because the quantitative and qualitative character of demand placed on a library serving a larger population necessitates maintenance of a basic collection of materials. The large population base coupled with an inadequate book stock makes the medium size library in Michigan a prime target for state assistance. If state assistance is to be granted for book acquisition for libraries in Michigan, it is best to support the middle libraries more while maintaining the currency of the small and very large libraries.

19. Information compiled from *Michigan Population 1960-1980: Working Paper #1* (State Resource Planning Program, Michigan Department of Commerce; January 1966).
20. Population given in 000's.
21. Meets minimum standard.
22. Meets 25,000 minimum collection standards.

Chapter VI

THE STATE LIBRARY

State Library functions can be placed under three headings:

1. Service to the state government.
2. Service to the general public and to public libraries in Michigan.
3. Fiscal responsibilities in the disbursement of state and federal aid, and compilation of Michigan library statistics.

The State Librarian and his assistants working within the structure of the State Library are the chief administrative personnel for library affairs. Under state law the State Board of Education supervises activities of the State Library, sets and administers standards for certification for libraries and librarians especially as these standards relate to state aid, as well as the following duties as provided by Michigan law:

> "shall inspect libraries which may be established or assisted under any legislative provision for state grants in aid to libraries; shall assume immediate administrative responsibility and control over the establishment of regional libraries; shall further the development of effective, state-wide school library service, encourage contractual and cooperative relations between school libraries and local, county, district, or regional libraries, and provide general advisory assistance; may give advice and counsel to any public, school, state institutional, or other library within the state and to any community within the state which may propose to establish a library as to the best means of establishing and administering such library, selecting and cataloging books and other details of library management, may provide assistance by any of its employees in organizing such libraries or improving service given by them, and may aid in the establishment of libraries in any state institution; shall be active in coordinating the library services of the states and in coordinating libraries with other educational agencies; shall collect and preserve statistics, undertake research pertaining to libraries and make the resultant findings available to all public, school and institutional libraries within the state applying therefore; may supply further advice and information to libraries in the state through field visits, conferences, institutes, correspondence, publications; and do any and all of the things it may reasonably be able to do to promote and advance library service in the state of Michigan."

The History of Service

Analysis of the structure of the State Library was not made in this study and thus is not considered in this chapter. The primary concern here is a description of the historical and current roles of the State Library in providing library service to the people of Michigan, and an analysis of what the intended role of the State Library should be, given any state-wide system reorganization. The provision of reference and research services to administrative, judicial and legislative personnel was the role originally intended for the State Library.

Services to state government included the collection of materials considered of a general resource value and the maintenance of certain specialized collections as in a law library. Although the historic intent behind creating a State Library had these functions alone in mind, it has since been realized that many additional functions could readily be handled by the State Library. Indeed, as the resources of the State Library grew, both in terms of general and specialized collections, it was apparent that service could be provided to the general public, especially in filling loan requests for books and periodicals not readily found elsewhere in the state. Presently, the State Library is open to the general public who may browse its stacks and check out materials. The State Library also provides indirect service to the general public through other public libraries in Michigan. Such service takes the form of inter-library loans and bibliographic information, as well as periodic consultation in the availability of materials in specialized topics of interest.

In the last decade services to other public libraries throughout the state expanded rapidly and now includes many services besides inter-library loans and union catalog information. A microfilm service for libraries has been added and a staff of consultants versed on alternate solutions for problems normally confronting public libraries are available to Michigan public librarians. The State Library also compiles and prints an annual statistical analysis of public and college library facts and is the fiscal agent for state and federal aid to Michigan libraries. Special collections and services are also provided for the blind.

Provisions for Change — Methods

In the performance of these functions as outlined in state law a number of points ought to be made. The current structure of standards outlining certification of libraries and librarians are woefully inadequate and for the most part confusing. Confusion is most apparent in the process of certifying librarians and is made most acute by the general lack of consensus as to what constitutes a "professional". In part this definition is the product of an insufficient supply of professionally qualified personnel to perform the functions of a librarian. This critically low supply has necessitated the compromising of what might normally be simple and concise standards of professional status. In other words, the definition of a professional has been compromised by the characteristic of the labor force. The present six level description of "professional" qualifications should be discarded and substituted by one much more simply defined.[1] In addition, the State Library and State Department of Education should insure a more coordinated effort at providing the necessary facilities and programs, in some cases free of charge, to train an adequate work force to meet these professional qualifications. The state must provide incentives as well as taking the lead in developing programs to increase the pool of qualified library personnel. Until this pool is increased the setting of minimal standards relating to employee qualifications is idealistic.

Relations with schools:

Although one of the supposed functions of the State Department of Education is the encouragement of formal contractual and cooperative relations between school libraries and local public libraries, survey information (from Chapter II) indicates little success has been mounted in this venture. Not all of the blame for this lack of coordination can be placed before the door of the State Department of Education, for as the personal interviews indicated, it was the local school and especially the teacher who was remiss in planning for student use of local public library facilities. In many respects, however, the State Department of Education and the State Library should more frequently encourage local public libraries to take the initiative in not only providing for regular informal contact between the school and the public library, but to encourage wherever possible the increased use of formal contractual and cooperative agreements between the school district and the library.

Data Collection and Analysis:

The collection of financial and service information from public libraries in Michigan currently proceeds apace data collection programs existing in other states. There are, however, a number of inadequacies to be noted both in the current collection of statistics and in their method of presentation. First, many librarians indicated strong distaste for what they considered the excessively long and overly complicated nature of the financial forms they are required to fill out at the end of each fiscal year. Indeed, one need only review the financial statements of Michigan's public libraries to see the significant amount of error with which the forms are filled out. There is some justification for saying that the forms presently used are unduly complicated for they do in many instances leave unclear what precise piece of information is being sought. The financial information questionnaires should be rewritten not only to add clarity but to allow a sufficiently wide latitude in response so characteristics peculiar to certain libraries may be spelled out by the librarian.

The second and more important inadequacy in the present method of soliciting data from Michigan public libraries is that some important information is not collected. The questionnaire is fairly complete in respect to sources of library revenue but is incomplete when requesting information on the uses to which these revenues are applied. Most of the "use" categories are general in nature, using only breakdowns such as "salary expenditures", "overhead expenditures", and the like. Questions should also be asked concerning the nature of services provided by the library, asking for example whether the library offers photo copy or bibliographic services to its patrons. Additionally, however, the financial questionnaires should seek to measure the volume of use of such services in each of the libraries. What is suggested here is that knowledge of revenue sources is only half of

1. Refer to the section in the recommendations chapter on professional standards and professional training programs.

the information needed on a yearly basis. Another set of information concerning the details of service levels throughout the Michigan public library system must be presented each year.

One method of collecting data which suggests itself as a practical alternative to present procedures is that all public libraries be required to submit yearly their budgets to the state, based on uniform accounting procedures. In the long run such uniform procedures would not only help to eliminate confusion and inconsistencies in interpreting library revenue and expenditure statements, but would also provide libraries with a more professional means of submitting information to the State Library.

The usefulness of annual statistics on libraries in Michigan goes beyond simple analysis of past expenditure and performance. "Statistics are an ingredient in state *development* and *planning* for which State Library agencies have a direct responsibility."[2] Indeed, very little rational planning and development for the future can be made without knowledge of the trends of library development in the state—whether financial and service arrangements are adequate, and whether or not existing financial arrangements appear to produce the desired result. But planning for the future based on an analysis of past performance is a near impossibility in Michigan because current statistical questionnaires not only neglect important questions, but do not elicit clear and uniform responses on the questions that they do ask.

But even if Michigan's statistical questionnaires were supplying sufficient information, it is unlikely that planning would proceed apace with developments in the field, for beyond the mere compilation and categorization of data, there is very little attempt to analyze the annual statistical data.[3] The business of running libraries is a complicated venture and like any other business it requires constant scrutiny of the market. Thus, analysis of the changing population characteristics of Michigan, and analysis of the performance levels of libraries throughout the state should at minimum be a yearly occurence. The determination of trends and needs based on such annual statistical analyses should be the on-going responsibility of the State Library. Methods of data analysis must be extended beyond the mere compilation of facts and figures and extended into various avenues of cost-effectiveness analysis which seek to analyze the implications of data trends as they relate to a comprehensive plan for development.

Planning and Development:

Library planning in Michigan is a hit and miss process depending on the accidental appropriation of funds. Appraisal of the research projects completed within the last five to seven years indicates most of them have done well in examining the features of the problem under consideration, but few of these studies have provided sets of recommendations consistent with an overall plan of development for Michigan public library service. This lack of consistency in program goals can be traced to the absence of a comprehensive plan for development of Michigan libraries and the neglect of an on-going analysis of the current trends and situation of libraries. This lack of coordinative effort is most apparent to the researcher, who when gathering his data, cannot now use any general plan of development as a reference to guide his endeavors.

The "planning" for planning, and above all its coordinative affect, cannot be the product of a series of independently commissioned reports, used alone or in conjunction with decennial attempts at looking over the entire picture of library service in the state. The American Library Association in its *Standards for Library Functions at the State Level* discusses the planning function in the following manner:

> Planning does not necessarily mean a single formal document, and certainly not a paper plan that stands unused in the files. It does mean a concept of library service over the state, the levels of facilities to meet the needs of the commonwealth, and the means to provide these facilities. These are not matters to be dictated from the State Capitol or the State Library, but rather are the task of a state-wide library development groups. But the State Library Agency should stimulate planning and assist in it, even as the State Education Department has a responsibility for school plans and the State Highway Department for roads plans . . .
> The State Library Agency should participate in the development of state-wide plans for all types of library service in the state, should conduct research to determine library needs and possibilities, and where planning

2. *Standards for Library Functions at the State Level,* American Library Association, 1963, p. 17.

3. See *Michigan Library Statistics* as an example.

groups do not exist should take the initiative in marshalling qualified individuals, groups, and agencies to engage in such planning.

The implications in the above paragraph merit further consideration for Michigan. The emphasis is on state-wide planning with the incorporation of various regional and local planning groups, but with the overall coordinative function being supplied by the State Library organization. The emphasis is also on an on-going process of development, with the general plan altered and new programs develop as the times and conditions in the state warrant. One cannot help but feel as though the current planning process in this state, which involves a few sporadic attempts at developing an overall plan, assumes once a plan has been developed only administrative problems remain. The truth of the matter is that no plan ever provides the details of development that do not need constant revision. Even if a general plan for development is produced that has merit in the long run, it must be constantly reworked and readjusted by a rational process to meet an ever changing world.

If then, planning is necessarily an on-going process, and if it is to involve all levels of state library expertise, and if some coordinating agency must provide *initiative* and *coordination* for the entire process, it seems quite logical that the State Library should have created within it a division whose primary responsibility is the supervision of data collection, data interpretation, planning, and the adjustments of development designs. Elements of this coordinated planning process should minimally consider the following points:

1. An analysis of the needed structual requirements so that public library service provides sufficient local outlets for the reading public, provides regional centers of resource strength within the reach of every citizen directly, or through his own local library, and provides for universal access to materials anywhere in the state.

2. The identification of problems of finance and means of maintaining minimally acceptable levels of financial support for all levels of library service in the state.

3. The setting of standards for all libraries throughout the state based on the conditions and stage of development of library service within the state, and a continuous upgrading of such standards made as resources and conditions of development permit.

4. The setting of standards for localities, for regions and for the state must reflect not only the volume of need but the qualitative character of demand for library service.

Open Service to the Public

It has been the general policy of the State Library to make its resources available to any Michigan resident through open stacks and check out privileges. On the surface at least this does not appear to present serious difficulties to the State Library performing its other functions of inter-library loan and service to the government. Surface indications are all one has, however, for there is very little hard data on the qualitative character of use by individual patrons, and the actual costs incurred as a result of the open door policy. One might assume, given the present physical quarters of the library and its understaffed condition that any open door policy would alter the potential service levels of the State Library in other areas. The issue then becomes one of estimating the relative value of offering the State Library stacks to the general public as opposed to concentrating efforts on other service functions.

First, the personnel needed to supervise an open door policy appear to be minimal under current arrangements. The actual labor costs are difficult to analyze as there is no easy delimitation of personnel costs, but with only one person being hired to police check out procedures and only a few more being directly involved in normal house keeping chores resulting from public use, the actual labor costs appear relatively small.

Second, there is no denying the value of having a major resource center available in the capital metropolitan area. The nature of library demand in the Lansing area is fast reaching the level of complexity characteristic of other major metropolitan areas in the state. Such a citizenry needs the facilities of a library possessing the volume aggregates and composition of a major resource-research center. The question which cannot now be answered, but must be answered if a rational decision concerning the relative merits of an open door policy are to be weighed, is the degree to which other services such as the inter-library loan

of books are hindered by public usage. No doubt this will become an even more crucial concern to the correct functioning of the State Library if it administratively heads a complex state-wide inter-library loan network. Immediate cost analysis studies should be undertaken in the State Library to determine the following: (1) the cost in man-hours of maintaining an open door policy; (2) the interference of such a service with the inter-library loan of materials and (3) the costs of collection up-keep directly attributable to public usage.

A policy decision must be made on the basis of answers to the above questions as to whether an open door policy is more dysfunctional than functional to the proper rendering of *all* services provided by the State Library. If the dysfunctional aspects are found to outwiegh the functional, a page system could be introduced, or users limited to professionals and others demonstrating bona fide research interests, or the library entirely closed to the general public (restricting use of the library's collections to inter-library loans).

The foregoing should not be construed to mean that closing the Library to the general public also means the State Library should not maintain a collection of materials. Both service to government and the administration of a state-wide inter-library loan of materials dictates the necessity of the State Library maintaining a first rate collection of books. Neither should this discussion be construed to mean that the closing of the State Library's doors is inevitable. There are powerful arguments for not doing so, such that the doors should be closed only if there is a clear cut and demonstrable set of facts indicating such a policy unduly hinders fulfillment of the other roles of the State Library.

Provisions for Change — Services

As the opening paragraphs of this chapter on the State Library indicated, the development of the functions of the State Library has proceeded at times by accident and at times by rational intent. The result has been a rather muddied understanding of the role of the State Library and its functions as an agency of the state. The present confusion of the role of the State Library in a state-wide matrix of library service, however, is the direct result of the lack of statutory clarity, for without such clarity the functions actually provided by the State Library are altered as administrators and their personal beliefs change. Such sporadic changes produce an inconsistency in service and a general confusion in the operations of the State Library.

The setting of functions for the State Library begins first with an analysis of its position in relation to other libraries in the state. A unitary relationship (as used by political scientists) seems inappropriate for Michigan for a number of reasons. First, the element of local control is a strong feature of Michigan library service and, indeed, placing local libraries under the direct control of the State Library would likely result in a significant decline in the pride now expressed by most Michigan citizens toward their local libraries. Second, the nature of library service in the locality dictates a maximum use of local initiative and local control such that book collections and services offered in the local library most closely approximate the actual needs of the locality. Concentration of library authority at the state level would likely produce neglect of some of these local peculiarities. Third, undue concentration of authority at the state level would likely decrease the propensity to provide tangible and intangible library supports from the local area.

The option to a unitary form of organization is one which assigns functions, duties and authority to differing levels of library organization on the basis of ability to adequately provide for such responsibility. Under this system the State Library would be assigned certain functions for which it would be given primary responsibility and adequate authority, leaving to local and regional library organizations the responsibility and authority for carrying out the remaining functions of library service in Michigan.

Under such a functional delineation the State Library would continue to be the chief fiscal agent for the disbursement of state and federal funds to local and regional libraries. Standards, procedures and regulations for the disbursement of state and federal funds should be set by the State Legislature in accordance with an overall plan for development of Michigan library resources. The actual disbursement of such funds and the interpretation of regulations should be the primary responsibility of the State Library and particularly the State Librarian.

The provision of coordinated services to the state government should not be limited to legislative, judicial and only selective executive person-

nel. Indeed, all state agency libraries (health, highway, mental health, natural resources, and others) should be coordinated, operated, and staffed by the State Library. Only in this way can the full services and material stocks of the State Library be effectively held in trust for state administrative agencies. When service to government agencies was originally designated a function of the State Library, there was an implicit assumption of limited specialization in the subject matter confronting government operations. Since that time, however, programs and responsibilities of government have proliferated and the subject matter now appropriately a part of the desicion-making processes of differing government agencies is so specialized that the specialized expertise of the State Library's resources and research capability must be applied directly to the administrative agencies of government.

Many state agencies now produce motion pictures, video tapes, recordings and other audio-visual materials designed to educate both general and specialized publics. In many cases, however, knowledge of these resources and access to them is severely limited. Thus, much of their educational value lies fallow. Provision should be made in the State Library both in terms of space and personnel to centralize these various audio-visual holdings so that this important source of information would be available to all schools, institutions, communications media and the people of the state in general. It also seems appropriate that the State Library should have primary responsibility for the scheduling and "renting" of these various films. The agency producing the film, however, should have ultimate authority in determining whether such films will be limited to specific publics and of course would be given top priority in the use of the audio-visual aid themselves.

The supplemental role of the State Library as one of the five leading research libraries in the state requires the maintenance of adequate book and other material acquisition policies. The State Library maintains a general collection of 1,200,000 volumes. Emphasis has been placed on collections in history, literature, art, economics, education, and Nineteenth and Twentieth Century periodicals. Pamphlets, and pictures are also available for loan. Special collections in the library include law books, law journals, legal reports and research papers. These special collections also include local and family history in Michigan, Michigan newspapers on film, Michigan official publications, United States government publications, public administration, state government, political science, Americana, and Nineteenth Century English periodicals. There are a number of special services to the public offered by the State Library two of which warrant mention here. The Law Library serves the Legislature, the Supreme Court, the Attorney General, and all other state agencies, and answers requests for books. The Blind and Physically Handicapped Library serves 65,000 blind and handicapped patrons in Michigan. There has been a dramatic increase in this latter service over the last few years, with a total circulation increase of 10,000 items over the last year alone. Additionally, the State Library maintains a branch library in the upper peninsula at Escanaba which presently maintains a general collection of 50,000 volumes. Hotline service is available to 35 system headquarters and community college libraries on a daily basis via the state's lease-line network. An access office is maintained at the University of Michigan Library for materials that the University Library is uniquely able to supply. Specialized subject librarians are now provided in 13 fields. Approximately 52,000 volumes were added during the 68-69 fiscal year, with 14,000 of these new volumes being new titles and the rest being either replacement of existing volumes or the duplication of existing volumes. The State Library currently maintains approximately 2,000 periodical and newspaper subscriptions. Five hundred and seventy-two thousand voulmes were circulated last year by the State Library with 80-90% of that circulation being through inter-library loans to the 24 system heads and community colleges. The State Library also maintains a collection of films and filmstrips most of which, however, deal with various aspects of library use and library science.

Given these resources and services now provided by the State Library certain changes are recommended in order to not only maintain the current resource standards of the State Library but to also improve those resources given the expanded role of the State Library in the state-wide system. Funds should be provided and programs developed immediately to increase the budget for expanding the current new volume additions to the State Library from 14,000 to 20-25,000 titles a year. The periodical and newspaper subscriptions should be raised from 2,000 to 4,000 and the filmstrips and film holdings of the State Library should be ex-

panded in such a way that the majority of the films held by the State Library provide service in numerous educational categories. Additional specialized subject librarians should be provided in those areas not having expertise in the other large libraries in the state. Maintenance of these minimal acquisition standards coupled with a selection policy designed to implement the technical and specialized research-resource role of the State Library should provide the material resources from which the State Library can act as a back-up resource to regional and local library service in the state.

The most critical resource problem currently confronting the State Library is one of space. Not only is there inadequate space for existing materials and personnel, but if the State Library is to serve as a depository for the last copies of items in Michigan libraries, space for storage, in addition to that provided for current items must be found. The State Library is now housed in a former farm implement warehouse and has been in these "temporary" headquarters for almost 20 years. New facilities must be constructed, perhaps as a part of the new Capital Complex, and must anticipate the entire range of functions assigned to the State Library. The most pressing problem in relation to space would seem to be the provision of an adequate working environment for library personnel. This problem is likely to increase in intensity in the near future as the kinds of services the library offers increases and the demands for these services multiplies. At minimum, adequate space must be provided for the central administrative staff, the 25-35 consultative specialists and their staff, for the technical services such as photo-copying, micro-filming, and printing, for the book processing, ordering and cataloging division, for a statistical analysis, data processing and the planning-development division, and adequate working space for those employees of the library who supervise, maintain and perform other operations on the current collection of the State Library. Beyond this, adequate space must be maintained for books, periodicals and pamphlets as well as all relevant government documents–Federal and State. There should also be space included in the main library for specialized collections such as the various services to legislators and government agencies and the library for the blind, for films and the like.

The rent on the present State Library facility is approximately $250,000 a year of which the federal government provides $171,000 of the total rent cost. It cannot be expected that federal funding at this rate will continue long into the future. Given the fact these federal funds could be applied elsewhere and given $250,000 a year being spent on an inadequate facility it seems ludicrous that funds for a new library building should be delayed much longer.

The following changes, improvements and additions to current State Library policy and activities should be made: The present State Library consultative staff whose energies are concentrated in their advising local libraries throughout the state should be transferred to regional systems and substituted by a more specialized consulting staff whose expertise will be available on matters such as problems of efficiency and administration of large scale library operations, personnel training programs, library construction programs and other matters of concern to library development that requires the coordinative effort of the state. It is our judgment that the consultation of local libraries on the day-to-day problems of operating a library can best be handled by the transfer of the present functions of the State Library consultant staff to regional library headquarters. We have found that the advising of librarians under day-to-day operations often requires a special knowledge of the locale which is not generally available to consultants living and working in the Lansing area.

We thus suggest the creation of two kinds of consultants. First, consultants who have a general knowledge of the operation of libraries and the means by which local library services can be improved should be assigned permanently to regional headquarter libraries and should be responsible for the consultation to all public libraries within that region. Second, library consultants specially trained in some of the more esoteric and specialized features of library administration will be maintained by the State Library and available to all libraries in the state.

The State Library should assume the function of a state-wide clearing house for inter-library loan requests from the regional resource-research centers around the state. In support of this a union catalog of all relevant holdings in the state's libraries should be maintained and expanded at the State Library, and rapid communications systems such as the use of teletypes and direct access phone trunk lines should be developed for this coordinated effort.

Data Processing:

A data processing unit should be added to the facilities of the State Library to assist in the coordination of inter-library loans throughout the state. At the very least the State Library should have computer capabilities to do its own in-house operations such as circulation, book purchasing, inventory control, cataloging and serials control. It would also be beneficial to have bibliographic searching capabilities. The ultimate in computerization would include an on-line, time-sharing network linking the regional headquarters libraries throughout the state. The later would allow the State Library to take the library of Congress MARC data and use it as a basis for a centralized cataloging system for the state. In the past many libraries initiating computerized operations, started with simple functions such as circulation control, book acquisition, bookkeeping, and purchasing, and then expanded into more complicated operations such as processing, routing and control of serials, the manipulation of MARC II tapes for book cataloging, bibliographic retrieval and control, and the location of materials (union catalog). This two step process of beginning with simple operations and then moving to the more complicated computer processes is inappropriate for Michigan and the State Library, however, for the role of the State Library as a state resource systems network is such that the greater portion of its computer time would require use of the more complicated operations.

It is best that computer facilities be set up in the State Library and be coordinated with satellite operations in each of the regional headquarters libraries throughout the state. The regional libraries themselves would not have computer installations, such installation being limited to the State Library. Each of the regional libraries would be outfitted with a teletype facility and direct information access to the computer at the State Library. Such a teletype machine would allow not only for the input and the output of data from the State Library computer, but would also provide the means of rapid direct communication between all regional libraries within the state. A centralized and computerized information retrieval network such as this would also allow the use of the MICUS network linking the three major Universities in the state. This latter process demands teleprocessing and on-line capabilities.

The computer could be used to search the various regions for books and information and make these resources available to any citizen in the state. Certainly, this should cut down needless duplication of little-used resources. The computer could also be used to assist an in-book exchange program which would list and control those books which are not needed by one institution and which could be donated to another institution. The computer would require a storage capacity of 10^9 power characters. Certainly this total capacity could be obtained over a period of time.

It appears the present computer configuration in the Department of Education will not be sufficient to handle with ease or efficiency either the on-line operations or the manipulation of bibliographic data. Indeed, library functions will probably consume a majority of the operating time of the computer such that the library should have its own computer designated for bibliographic network assignments and could lease any available time for smaller jobs.

It is difficult here to estimate the cost for such a design when computer machinery, soft wear and personnel charges increase very rapidly, but some estimate can be made. The programmers, keypunch operators, systems people and supportive hardware (including an optical scanner), would cost approximately $125-150,000 per month.[4] The optical scanner is one of the most efficient ways of in-putting bibliographic data. The total first year cost of the operation outlined above would approximate 2.5 million dollars, with an annual cost thereafter of approximately 1.5 million dollars.

To anyone not familiar with the capabilities of computers and indeed with their cost, the above cost projections for a state-wide computerized bibliographic network are shocking. There is no denial that many books can be purchased for the price of one and a half million dollars a year. But such a consideration neglects at least three important points. First, it does little good to fund the additional purchase of books and other materials for a state-wide resource-research collection when those materials cannot be located in a short period of time or indeed located at all. You will recall from the survey that one of the major criticisms of

4. Courtesy of Mr. Dale Pretzer, Assistant Head Librarian, State Library of Michigan.

present systems arrangements was the time lag in securing books and other materials from system centers. Undoubtedly, a computerized search network throughout the state would largely reduce the time involved in filling such requests. Second, in addition to the time advantage, a computer reduces the need for duplicating the purchase of volumes that are either very expensive or used infrequently throughout the state, or both. Expensive and infrequently used volumes may become the collection of just a few libraries in the state and yet through a fast search capability provided by a computerized network, allow these materials to be available to every citizen in the state. Third, there are numerous other uses to which the computer could be put, especially by the statistical data analysis and planning division of the State Library.

Acquisition Policies:

The State Library should be officially designated the library of record for the last holding of all books and material items throughout the state. Acquisition policies of the State Library should reflect this function but should in no way be construed to mean that the State Library should begin a policy of securing every book written. Indeed, such a policy of acquisition would be financially impossible given current resources structures, and would probably not reflect an adequate balance between cost of items and use characteristics, efforts instead should be made to maintain copies of books meeting any of the following characteristics:

1. The book is viewed as a useful addition to a particular subject matter or a general discipline of inquiry.
2. Use of the book or material will likely continue for an extended period of time and will not be limited to the present moment as is the case with many fictional items.
3. The book is relatively expensive and likely only to be used sparingly throughout the state.
4. The book or material reflects the reading interest of a limited or esoteric public, and not generally available through private means.

General acquisition policies should reflect an attempt at balancing the addition of new volumes among all the relevant subject categories. We suggest here that the acquisition policy should not be one that attempts to establish the State Library as the principle holder of resource materials in one or two subject areas except that which bears directly on the library for the blind, or the law library and services to the government.

State Library Employees:

A review should be made by the State Librarian, the State Department of Education, and the State Board for Libraries of the current job descriptions and expertise of the State Library employees to insure salary expenditures effectively and efficiently match the service functions assigned the State Library. As our recommendations have suggested, some positions in the State Library will be subject to reassignment and others created to fill voids in the current level of expertise.

Chapter VII

UNIVERSITY LIBRARIES

Universities exist not only to educate but to provide the facilities necessary for both theoretical and applied research directed at the array of problems confronting mankind. The backbone of the university's teaching and research service is its library facility, such that measuring the relative worth of a university is often a measure of its library services. Traditionally, the use of a university library facility has been limited to students, faculty, and staff of the institution. There are some very good reasons for this. First, the heavy demand placed on the university library by a community which is essentially book oriented severely limits the availability of these resources to secondary publics outside. Second, the nature of applied and theoretical research requires not only a great depth in materials but immediacy in their availability. Relative availability could well be reduced by extending borrowers privileges to non-university users. For these reasons, and others, past attempts to open the doors of university libraries to the general public, and allow them borrower's privileges, have met with great and successful resistance. Some notable experiments, however, have been undertaken to determine the degree to which university libraries could serve as resource and informational centers for clientele other than the university community. These experiments have provided for some limitations on individual patron use but have generally placed few limitations on the interlibrary loans of materials. This chapter will briefly consider some of the programs underway, with an analysis of their implications for Michigan's resource-research library network. The programs are the Rutgers University Library Community Services Program, the university access office at the University of Michigan Library, the Southwestern Experimental Project using the resources of Western Michigan University and the informal open-door policy maintained by Michigan State University.

A community services department was established within the Rutgers University Library System in 1968 to provide an interlibrary information service and a limited interlibrary book loan and photo copy service for the New Jersey State Library System.

In its initial stages the Rutgers program made books and materials available to the general public with very few restrictions, both through the New Jersey State interlibrary loan system and to individual patrons. After a trial run, however, it was decided that providing few restrictions on individual borrowing privileges placed too great a demand on the university resources. Subsequent changes in the program have sought to encourage the predominance of use through the statewide interlibrary loan system. The issuing of borrower's cards to individual patrons, not members of the university community, are now limited to those 21 years of age, who are residents of the state and can demonstrate genuine research interests. Cards are not issued to students who are undergraduates at other colleges and universities. The Rutgers University Library has estimated that these restrictions on the issuance of patron users cards have reduced the strain on library facilities to a manageable amount. Consistent with the attempt to encourage the loan of materials through the New Jersey interlibrary loan system, Rutgers University has attempted to fill all requests received from other libraries in the state. Besides offering books for loan, Rutgers University Library also supplies a number of reference services to persons and libraries outside the university community. Such services include the compilation of bibliographies and the assembling of data on specific issues. The stress placed on the university library by these services does not seem to constitute an undue burden, even though approximately 25,000 requests per week are made for the loan of books outside the university community. The emphasis at Rutgers, however, is clearly on the use of university library facilities through the state's interlibrary loan system. Books and services are provided to the state's high school, college, university, and public libraries, and to special interests such as corporations.

Rutgers, estimates the greatest cost of maintaining service to outside publics is in the maintenance of a borrower's master file of information, suggesting that the retrieval of overdue items constitutes the greatest cost threat to the use of university libraries as a statewide resource. These costs not withstanding, however, the overall im-

pression one gains from the Rutgers experiment is that a university library can be effectively incorporated into a statewide resource network without greatly limiting its effectiveness for serving the university community. However, limitations must be put on the uses of the library by individual patrons and attempts must be made to encourage the use of library facilities primarily through a statewide interlibrary loan system.

Michigan State University has run a program of book and informational services to outside publics for quite some time. The service is free of charge to all outside users and is theoretically open to anyone who is a citizen of the state of Michigan and beyond high school enrollment. It is estimated that approximately 1,500-2,000 permits have been issued to individual patrons allowing them to check out materials from the library. Those patrons who can demonstrate the need to use library facilities in connection with some professional activity are given permits with privileges similar to those enjoyed by Michigan State University graduate students.

There are few limitations placed on the kinds of items deemed appropriate for loan, although periodicals are not loaned unless a demonstrable need can be shown. There is also a preference, although not a hard and fast rule, that materials checked out of the library or provided for interlibrary loan to other libraries in the state consist of materials other than those of a basic research nature generally available elsewhere in the state and having high use characteristics. Michigan State University library has not found that its open-door policy has placed great strain on its ability to meet primary obligations to the university community. No consistent problems have been encountered in the return of materials, although attempts at maintaining the current addresses of all outside borrowers does pose a potential problem. There is some attempt to encourage use of the university library through interlibrary loans, although not to the exclusion of individual patron borrowers privileges.

The University of Michigan Library has provided an access office from which various materials primarily of a technical or esoteric nature are made available to selected individuals, to industry and to other libraries throughout the state and nation. There are restrictions placed on the kinds of materials available to these outside publics, being limited to technical materials not generally found in collections of other libraries throughout the state, and to materials of a non-technical nature either out of print or not readily available in other collections. The location of the university close to a large metropolitan area and the existence of other large universities and colleges in the area, has moved the university to restrict its open-door policy, requiring (with a few exceptions) that non-professionals make use of the university facilities through interlibrary loan.

Western Michigan University has provided services to outside publics through an access office similar to that in the University of Michigan, although there are no restrictions placed on the kinds of materials available for loan, or on who may qualify for library use. There is of course an age limitation imposed on library users in as much as high school students are not allowed personal use of the library facilities. Although Western Michigan University places very few restrictions on patron users, it does seek to encourage a more frequent use of interlibrary loans. Western Michigan University maintains one of the freest borrowing privilege programs for outside publics in the United States and yet the director feels that the strain placed on the university library resources by the open-door policy is negligible.

These four examples of university library facilities being opened to areas outside the university community clearly indicates that university library resources can be used by outside publics with little or no significant drain on the ability of the library to meet university needs. At least three of the cases, however, indicate the potential for resource drain becomes significant when borrowing privileges are extended indiscriminately to outside individuals. Indeed, the experience of Rutgers University Library and the practice of the University of Michigan Library seem to speak very strongly for a tight and restricted use of library resources (the ability to check out library materials) by the individual patron. The fact that the Michigan State University Library and Western Michigan University Library have not found it necessary to impose a set of tight standards on patron use is probably the result of their geographical circumstance. This suggests that the degree to which restrictions are placed on outside patron use must be an issue decided by the university itself, taking into consideration all those factors of the locale that would have a tendency to either increase or decrease the use of university library facilities by the general public. No arbitrary decision should be made by

the state either in terms of setting an open-door policy for outside users or in terms of applying very restrictive criterion for use of university library facilities by these outside people.

On the other hand, the experience of four universities indicates that insofar as interlibrary loans become the chief means by which materials and other resources of the university library are exposed to the outside public, few restrictions need be placed on what materials are available to which libraries. There is no evidence to suggest an unrestricted policy of interlibrary loan of materials impinges on the ability of the university library to fulfill its primary functions. However, the appropriateness of lending books of a basic research nature, and generally available elsewhere through a statewide interlibrary loan network, is questionable.

The designation of a university library as a statewide resource facility serving as a source of interlibrary loans for books and materials presents a potentially serious problem in the cost analysis and funding of such services. The cost of providing books and information to persons outside the university community must in some way be funded separately from the budget normally allocated the university library. But the ability to estimate the cost of providing such services is nearly impossible, especially if the services are to be provided by the normal administrative apparatus of the library. The experiences of the University of Michigan Library and Western Michigan University Library indicate that the only practical way of side-stepping the issue of cost is to create within the university library an access office wholly funded through sources other than the normal university library budget. The access office becomes a special section within the university library charged only with the specific function of administering requests from individuals and other libraries outside the university community. The size of the access office and the number of staff involved will be set by the amount of information and materials requested from outside sources. In this way the funding of outside costs can be simply and equitably determined on the basis of the actual costs involved. A summary of these preceding points should indicate the following:

1. The strain put on university library resources through the interlibrary loan of materials does not place an undue strain on university library resources.
2. Most libraries have found it necessary to place some restrictions on individual patron use and rights for checking out library materials, especially in regards to high school students. This is not a uniform necessity, however, but depends on local factors such as proximity of other colleges and universities, population density of the area in which the library is located, and the technical and/or research characteristics of business and industry in the area.
3. The problem of cost funding seems best solved by establishing a separate access office within the university library for the handling of all outside requests for books and information.

Given the regional design proposed by this study, it is recommended that university access offices be established in the state's major university libraries, beginning with the University of Michigan, Western Michigan University, and Michigan State University. It is further recommended that these libraries make available the interlibrary loan of materials requested by Michigan citizens through the State Library. It is to be understood that the State Library will not make book, material, or information requests of university libraries unless a search of the state's other resource-research centers fails to locate the requested item. As a result few restrictions should be placed on the materials available for loan. The costs of these services shall be funded through state revenues.

This set of recommendations does not exclude the possibility of university libraries extending borrower's privileges beyond the minimal provision for interlibrary loan set forth here. There is no rational reason to suggest that the current open-door policy of Western Michigan University should be discontinued. The cost of maintaining such an expanded service policy to outside publics should continue to be funded through state revenue.

It is assumed that the way to improve library service in Michigan is by making available as many library resources to as many people as possible. The provision of interlibrary loans through university access offices will improve state public library service without impeding the primary responsibilities of the university library.

Chapter VIII

THE ORGANIZATION OF LIBRARY SERVICE IN MICHIGAN

This design provides for five basic library types in Michigan and assumes that each type has a particular role to fulfill in the overall provision of library service for the Michigan public. These four library types are:

1. Local Libraries
2. Regional System Headquarters Libraries
3. Resource-Research Centers
4. Major University Libraries
5. The State Library

I. Local Libraries:

The local community library is the cornerstone of the state-wide library service nerwork providing (1) suitable reading materials for children, (2) general reference materials for adults and students, (3) basic collections in topical areas such as current events, travel, biography, art, and do-it-yourself projects for the community at large. Literature sections are to be maintained by the local library seeking not only to provide a balanced selection of classical literature from the ages, but also relevant contemporary fictional and non-fictional pieces. Selection of materials for the local library are to reflect the general educational composition and work force characteristics of the community.

Local libraries shall be within reach of all Michigan citizens requiring no more than 30 minutes driving time from home to library. *Ideally,* local libraries are to serve a population of no less than 10,000 people and maintain a collection of no less than 25,000 volumes. Two thousand book volumes, selected according to the criteria set forth in the previous paragraph, shall be added annually, and the libraries are to maintain a minimum of 60 carefully selected periodical subscriptions. There is to be one staff member for each 2,500 people in the served area and at least one qualified children's librarian. At minimum the head librarian should hold a technical certificate, but it is recommended that a Bachelors Degree be held in conjunction with the permanent certificate. Local libraries now serving essentially the same populations are encouraged to combine in an effort to reduce the large number of libraries serving populations of less than 10,000 people.

Long range development plans should encourage the attainment of these minimal goals for all local libraries. However, because of the historical development of libraries in Michigan, it is impractical to expect that these goals will be reached by a significant proportion of local Michigan libraries. Consequently, providing realistic standards for Michigan local libraries requires their division into three categories, with different sets of standards for each:

Class A Local Libraries: All local libraries meeting the minimal standards for local libraries as presented above are Class A libraries. In addition, those libraries which serve less than 10,000 people, but which maintain a volume strength of 25,000 and add 2,000 volumes annually may be designated Class A libraries at the discretion of the State Librarian.

Class B Local Libraries: The great bulk of Michigan libraries fall within this middle category. With extra effort and state assistance most of these libraries can reasonably be expected to achieve Class A status in the next decade.

Class B libraries consist of those local libraries serving a minimum population of 4,000 people and maintaining a collection of at least 10,000 volumes. They must also add a total of not less than 1,000 new volumes each year and have at least one employee holding a Librarian Technicians Certificate. Libraries which serve less than 4,000 people but which meet these standards in terms of total volumes and volumes added may also be designated Class B libraries at the discretion of the State Librarian.

Class C Local Libraries: Class C libraries are those which serve under 4,000 people, maintain a volume strength of less than 10,000, or add less than 1,000 volumes per year. These libraries represent the weakest libraries in the state, and there is little hope that they will meet the minimal standards set for Class A libraries in the foreseeable future. However, because of the geographical and demographic characteristics of certain areas in Michigan, the continuation of Class C libraries is a necessity if adequate service is to be provided to all citizens of the state.

All local libraries are to be members of a regional library system to qualify for state services. Local libraries will qualify for membership in a regional system by:

1. Allowing any Michigan resident use of the library.
2. By providing locally for .3 of a mill local tax revenues for libraries according to the state equalization formula (exclusive of penal fine revenues). This is to be increased to .4 of a mill within five years.
3. By requiring library staff to attend state-sponsored training programs for library personnel as stipulated by the State Librarian.
4. By allowing interlibrary loan of materials.

II. Regional System Headquarters libraries:

Regional head libraries are to be established in each of the regions outlined later in these recommendations and will be charged with the dual function of providing administrative coordination of system functions and providing for the more advanced and specialized demands of readers not supplied by the local library. Reference and bibliographic information will reflect the economic, educational and work force make-up of the region.

Regional systems libraries will be built up on existing libraries and are to provide service to no less than 100,000 people. Except for the upper peninsula, Regional System Headquarters libraries are to be no more than 1-1/2 hours driving time from the System Headquarters to the local library, and where this is impossible sub-regional centers are to be established.

Regional system libraries are to maintain a minimum book collection of 250,000 volumes with at least 60 thousand acquired within the past ten years. 10,000 volumes are to be added per year exclusive of those provided by the state, with 600-700 periodical subscriptions being maintained (back issues on microfilm). An appropriate selection of education films are to be maintained as well as a 5000-6000 title reference collection. A balanced and basic collection of contemporary state and federal government documents will be provided.

The Director of the Regional System Headquarters Library shall also serve as the director of the region. He must hold a Librarian Permanent Professional Certificate, and his salary will be supplemented by the state in the amount of $5,000. He will be responsible to the State Librarian for the operation of his region.

The State Board of Education, upon the recommendation of the State Librarian and regional directors, shall appoint for each region an Associate Director for Regional System Services. The Associate Director will have access to the State Librarian, but will be responsible to the Regional Director. He shall hold a Librarian Permanent Professional Certificate and receive a salary from the state according to Civil Service scales.

The state shall also fund a *minimum* of nine positions in each region to ensure adequate staffing for all regional services. The Director of each region shall hire the personnel for these positions with the approval of the State Librarian. These positions will be under Michigan Civil Service regulations and salary scales.

III. Resource-Research Centers:

Large libraries in the densely populated metropolitan areas of the state will be designated state-wide resource centers and will answer book requests and information inquiries not only for patrons and other libraries in their immediate region, but for the entire state. They will act to serve the greater numbers of highly educated citizenry found in metropolitan areas, and will provide resource-research capabilities reflective of the advanced development of business and industry in these areas.

The large metropolitan library is to acquire and maintain a minimum collection of 1 million volumes with the addition of 30 thousand new volumes per year exclusive of state matching book grants. The number of specialized subject librarians maintained by the library are to number at least 20 although the subjects may vary according to the peculiar characteristics of the region and the library collection. A minimum collection of 4,000 periodical and newspaper subscriptions should be maintained. These libraries will serve as a direct source of interlibrary loan requests from libraries in and adjacent to the metropolitan area. They will also serve as an indirect source of interlibrary loans

and informational requests from other libraries within the region, and also be available as a source of materials and information for other Regional System Headquarters libraries throughout the state. These libraries are to serve not only the expanded interest of the metropolitan area but act as sources for specialized material and information for the entire state.

The Resource-Research Center will be linked directly to the State Library and thus indirectly to all regional libraries by teletype facilities hooked to the State Library computer.

Special state grants will be made to the large metropolitan libraries serving as a state wide Resource-Research Center to help in augmenting its role as a major resource for the metropolitan area and as a provider of materials and services to the entire state.

The Detroit Public Library and the Grand Rapids Public Library are to be immediately designated state Resource-Research Centers. The choice of Detroit is obvious for it clearly meets all of the above criteria. Based on current estimates the cost to Detroit of services to areas outside the city amount to approximately 35% of the total library budget. This amount should be provided immediately through the various forms of state aid.

The designation of Grand Rapids as a Resource-Research Center requires additional justification because it fails to reach many of the above criteria. It is designated here as a Resource-Research Center for two reasons. First, for most efficient service to Grand Rapids and region five it is imperative that the Grand Rapids Public Library System and Kent County Library System be combined. Under such an amalgamation, its volume strength and growth rate would likely allow it to achieve Resource–Research Center standards within the decade. Second, the growing population of Western Michigan necessitates the rapid development of a Resource-Research Center to serve the needs of that populace. By designating Grand Rapids and the Kent County Public Libraries a Resource-Research Center immediately, that process of development will be speeded up. Total state aid to the combined libraries in all of its various forms should reflect their role as not only a System Headquarters Library but as a state Resource-Research Center providing services to persons living outside Grand Rapids and Kent County.

IV. Major University Libraries:

The state's university libraries whose volume strength and professional expertise approximates in quantity and quality the services offered by Resource-Research Centers will be designated state resource facilities of last resort. Their collections and technical expertise will be called upon through the State Library and its computer network when search for materials and information fails to produce such elsewhere in the state. The cost of these functions to university and college libraries will be wholly funded by the state in addition to what would be a normal appropriation for university library services. Access offices should be established at Michigan State University, the University of Michigan, and Western Michigan University.

V. The State Library:

The State Library shall act to coordinate the exchange of materials and information among Regional System Headquarters Libraries, the Resource-Research Centers, and the University Libraries. In this capacity the State Library and its computerized facilities will act as a clearing house for reference requests and for interlibrary loans received from regional system centers and from the large metropolitan libraries. A union catalogue should be maintained and a bibliographic service begun to catalogue holdings in the State Library, University Libraries, Regional System Headquarters Libraries, Resource-Research Centers, and all appropriate holdings of local libraries.

The State Library shall have primary responsibilities for the collection of data and its statistical analysis concerning public libraries in Michigan. Constant evaluation of development plans and the constant analysis of library services, costs, and effectiveness is to be provided for all libraries in the state. The State Library will continue to be the fiscal agent for the dispersement of federal funds and will stimulate and guide the use of such funds in carrying out experimental programs and in strengthening weak regions. The expenditures of federal funds to weak regions shall be in addition to any state funds. The State Library will serve as the principal link between the Michigan public libraries and libraries outside the state.

Current operating procedures in the State Library shall be modified as follows:

1. The system for certifying librarians as professionals is to be simplified and clarified. Pro-

fessional and technical standards for certification will be set and administered by the State Department of Education and by the State Library according to the following classifications:

a. Professional Certification
   1. A Librarian Permanent Professional Certificate will be granted to a graduate of an accredited library school after four years of experience in a Public Library and after successful completion of a continuing professional education program. Probationary certificates will be granted to employees of any Michigan public library upon graduation from an accredited graduate school.

   2. A special professional certificate will be granted a person having a master's degree in a special subject field, other than library science, and employed in a Michigan public library, **OR** will be issued to a person having a Bachelors Degree and 10 semester hours at the graduate level in a special subject field, other than library science and employed in a Michigan library.

b. Technical certification
   1. Library technician's certificate shall be granted to a person upon completion of a two-year library technician curriculum at an institution approved by the Michigan Department of Education.
   2. Certificate of Library Experience shall be granted, valid for three years, to a person who has graduated from high school and successfully completed one library workshop, or has equivalent training approved by the Michigan Deaprtment of Education.

2. University schools of library science and the State Library shall maintain programs (over a wide range of library skills and levels of professional expertise) for the continuing education of all state librarians.
   a. Programs of continuing education shall be developed for professionals.
   b. Workshops for library technicians shall be provided on a variety of topics on an annual basis.

3. A planning and development section shall be created within the State Library to provide an on-going evaluation of the performance of Michigan public libraries. Recommendations for changes in fiscal policy, the reallocation of state funds, and changes in the state-wide structure of libraries shall be made as the performance of Michigan public libraries and their revenue sources change.

4. State financial information questionnaires currently directed to public libraries are to be rewritten to provide greater clarity, and expanded to provide information on the various kinds and amounts of services provided by Michigan libraries. Consistent with this, budgets using uniform accounting procedures are to be submitted annually to the State Library for Michigan's public libraries.

5. Data collected annually from Michigan libraries shall be analyzed yearly to measure the efficiency and effectiveness of funds expended in all of Michigan's libraries. The State Library shall also use these data in determining a library's classification. These analyses shall be made available to each library along with suitable recommendations for improvement where necessary.

6. The State Library shall encourage the creation of volunteer regional and local planning groups whose responsibility will be to stimulate the development of regional and local library service throughout Michigan. Overall coordination for such planning groups will be the responsibility of the State Library.

7. Elements of the coordinated planning process carried on by the State Library and its planning division shall include the following:
   a. An analysis of the needed structual requirements so that public library service provides sufficient local outlets for the reading public; provides regional centers of resource strength within the reach of every citizen directly, or through his own local library; and provides for universal access to materials anywhere in the state.
   b. The identification of problems of finance, and means of maintaining minimally acceptable levels of financial support for all levels of library service in the state.

c. The setting of standards for all libraries throughout the state based on the conditions and stage of development of library service within the state, and a continuous upgrading of such standards made as resources and conditions of development permit.

d. The setting of standards for localities, for regions and for the state to reflect not only the volume of need but the qualitative character of demand for library service.

8. The supervision and maintenance of the library collections of the various state governmental agencies shall be the responsibility of the State Library. Qualified personnel shall be provided by the State Library to each of these agencies. The State Library budget shall be augmented to offset the material and salary cost of providing such services to government agencies.
9. Administration of standards and formulas for the distribution of state financial assistance to Regional System Headquarters Libraries shall be a responsibility of the State Department of Education and the State Librarian in consultation with the State Library Section for Planning-Development and the State Board of Libraries. Standards for formulas for the distribution of state aid to University Libraries and Resource-Research Centers shall be based primarily on a cost analysis of the service provided by these libraries to outside publics.
10. The State Library shall maintain and administer loans of the various audio-visual materials produced by the departments of state government.
11. State and Federal funds shall be applied toward:

    a. The construction of a new central library facility for the State Library, providing enough space for all of the services and functions enumerated herein.

    b. The funding of a computer installation which will provide for coordinated search capabilities of materials and information for the interlibrary loan provisions of the state resource network.

12. The present consulting staff of the State Library shall be decentralized. One consultant who has general knowledge of the operation of libraries and the means by which local library services can be improved shall be assigned permanently to each Regional Headquarters Library, and will be responsible for consultation with all public libraries in that region.
13. Consultant positions shall be provided within the State Library structure for the periodic consultation with all libraries in the state concerning the special problems of libraries, i.e., economics of size, architecture, automated data processing, large library administration and the like.
14. The material acquisition policies of the State Library shall be similar to those of the Resource-Research Centers as follows:
    a. The addition of 30 thousand new volumes per year.
    b. The maintenance of 4,000 newspaper and periodical subscriptions.
    c. The expansion of film and film strip holdings into areas of general educational value.
    d. A balanced and in-depth supply of books and materials throughout all subject matter areas.
15. The State Library shall expand its staff of 13 subject matter librarians to a total of 20.
16. The State Library shall provide for a coordinated public relations program throughout the state to educate the public as to the uses and values of libraries. To this end, a public relations expert shall be added to the staff of the State Library.
17. An immediate review by the State Department of Education and the State Librarian shall be made of the current staff and job descriptions for the State Library to bring such arrangements into line with all recommendations made herein concerning the State Library.

Requisite Conditions of the Cooperative Network

If a coordinated regional systems network is to succeed in Michigan a number of changes must take place before the efficiency and effectiveness potential in such a cooperative arrangement can take place. The following recommendations are considered essential to the correct functioning of

the proposed state-wide library structure:

1. Regional system designs are to provide the following features of cooperation among libraries within the region:
   a. The establishment of a legal contract spelling out details of responsibilities and enumerating services provided through the regional system arrangement.
   b. The periodic scheduling of meetings of the region's librarians where views may be exchanged and policy alternatives discussed.
   c. While allowing local libraries maximum freedom in the selection of books for the local library, provisions are to be made for the cooperative selection and purchase of resources whose availability, use characteristics, or costs preclude acquisition by all or most of the region's libraries.
   d. All books and materials acquired by any regional system member shall be ordered and processed by the Regional Headquarters.
   e. Administration of the regional system's services are to be carried out by the Regional Director and the Associate Director for Regional System Service located in the Headquarters Library.
   f. A procedure outlining a coordinated book purchasing policy for all law libraries in the region shall be set in an effort to eliminate the duplicate purchasing of little-used materials. These materials shall be made available for interlibrary loan among the law libraries within the region.

2. The State of Michigan shall be divided into ten regions as outlined in the following map. Regional System Headquarters Libraries are also listed.

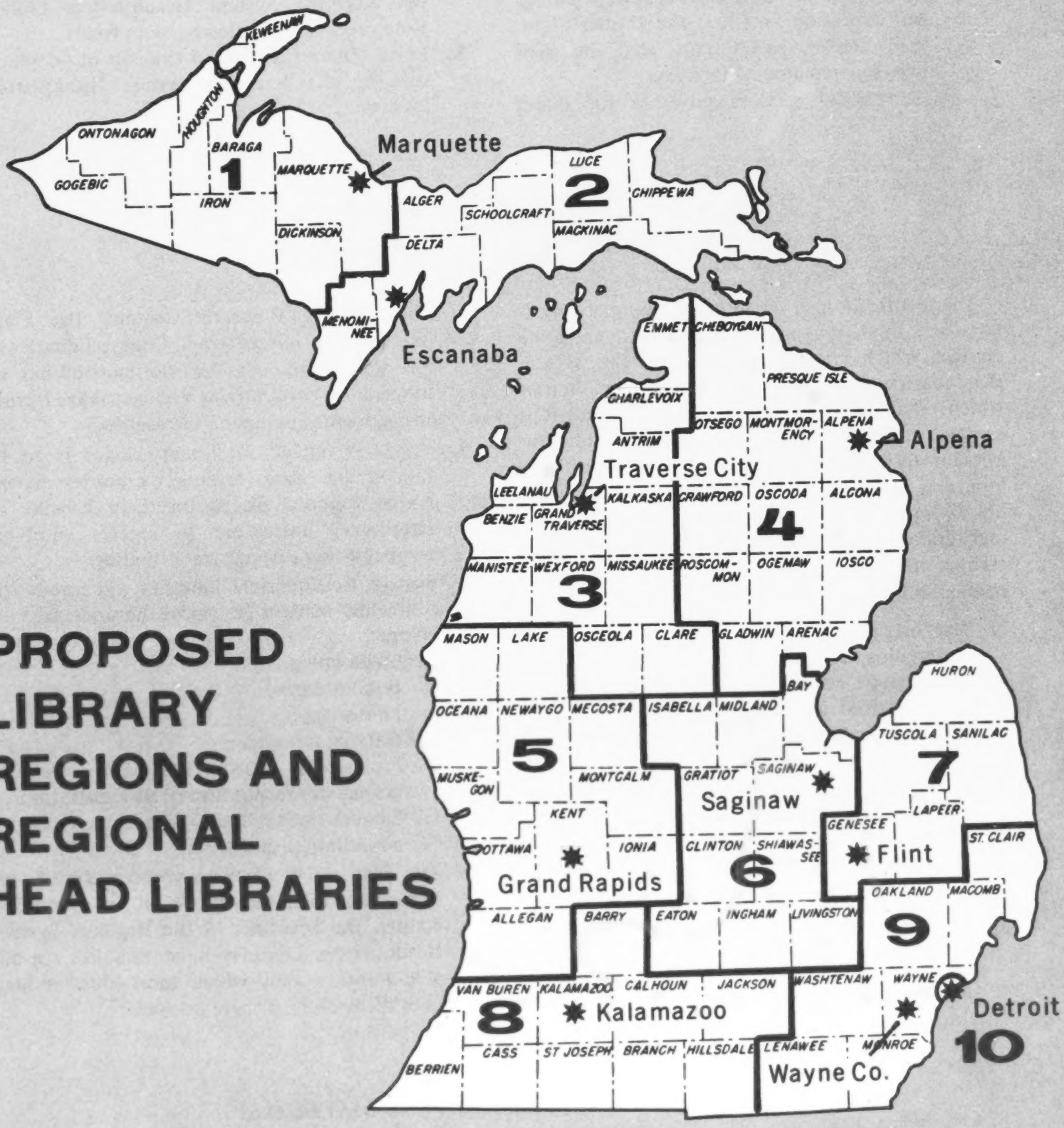
3. State-wide borrowers' privileges and access to professional assistance are to be extended to all residents of Michigan for all public libraries in the state, subject only to the rules and regulations common to all users of the library. The State Librarian, in consultation with the Regional Directors, shall encourage the setting and adoption of uniform library procedures for all public libraries such as period of circulation, cataloguing practices, and the setting of rules and regulations for the use of libraries.

4. Records of Holdings:
   a. Every local library is to have a record of the total holdings of the Regional System Headquarters Library, and the holdings of a Resource-Research Center (if within 2 hours driving time of the local library), and a reasonably complete listing of the titles available for interlibrary loan from other local libraries within the region. The public shall have access to these records.
   b. The Regional System Headquarters Library shall keep records (available to the public) of the holdings of all the local libraries in the region, of the State Library, and of the Resource-Research Centers of the state.
   c. The State Library shall maintain records of the holdings of all libraries in the state including University Libraries serving in the state's interlibrary loan network. Coverage of the union catalogue should be expanded by the State Library and a bibliographic information service should be instituted to provide librarians with assistance in locating obscure materials not normally catalogued.

5. The State Library, the Regional System Headquarters Libraries, and the Resource-Research Centers shall provide a reservation service for books requested for interlibrary loan but not immediately available.

6. A rapid communication system shall be instituted using each of the following devices:
   a. Telephone communication between local libraries and Regional System Headquarters Libraries.
   b. Teletype communication among each of the following: State Library, University Libraries, Resource-Research Centers, and Regional System Headquarters Libraries.
   c. Where economically feasible and justifiable the State Library shall maintain a transportation network of trucks for the exchange of materials among Resource-Research Centers, and the State Library, and the Regional System Headquarters Libraries.
   d. Where economically feasible and justifiable regional system libraries shall maintain trucking transportation facilities for the transfer of materials among libraries within the region.

PROPOSED LIBRARY REGIONS AND REGIONAL HEAD LIBRARIES



e. Where it is not economically feasible and justifiable to maintain separate library transportation facilities, the United States mail and/or parcel post shall be used between and among libraries.

7. All centralized services provided for under point one of this section are to be financed by the Regional System Headquarters Library from revenues provided by state funds.
8. Local libraries shall fund the cost of telephone calls to the Regional System Headquarters Library.

The Contribution of System Service

The justification of a regional system network is two-fold: First, it is assumed that there are some services which can be provided by the System Headquarters Library for all the member libraries which result in economies of scale. Second, it is assumed that the cooperation and coordination possible through a system arrangement will in the long run provide far better service for Michigan library users than if all libraries were to remian unaffiliated. The following recommendations concerning the provisions of system services are cradled in these assumptions:

1. The processes of book ordering, acquisition, cataloguing, classification, and the preparation of catalogue cards and books for shelf use shall be transferred from local libraries to Regional System Headquarters Libraries.
2. Regional System Headquarters Libraries will place book orders for both the system library and for local libraries within the region. Local library book requests will be ordered and processed by the Regional System Headquarters Library, with the only cost to the local library being the price of the book itself. The savings of expanded buying power resulting from such purchasing arrangements will be passed on to the local library.
3. The Resource-Research Centers, the State Library, and University and College Libraries in the state shall consider the possibilities of cooperative book buying and centralized processing operations among themselves.
4. The cost of all interlibrary loans is to be funded by state revenue. Libraries having undue burdens placed on them because of interlibrary loans are to receive equitable compensation through state funding.
5. System Headquarters Libraries will supply the following services to local libraries free of charge:
   a. Cataloguing
   b. Book ordering
   c. Photocopying
   d. Printing services
   e. Professional consultation and advice on normal matters of library administration
   f. Subject matter and bibliographic reference consultation specialists.
6. The free nature of these services cannot presume an unlimited provision of resources. Rather, the Directors of the Regional System Headquarters Libraries must establish reasonable limits within which local libraries may avail themselves of these services.

The Flow of Information and Materials

The successful implementation of a state-wide resource network requires that materials and information be provided the library patron in an efficient, effective and fast manner. The problem, of time lag has been discussed in our study of Michigan public libraries and its eradication depends on both the maintenance of an adequate communication system among libraries and on the methods by which materials and information are channeled throughout the system. The following recommendations relate to a procedural design that provides speed, efficiency, and effectiveness:

1. Requests for materials and information from local library patrons will flow from the local library to the Regional System Headquarters Library via the most appropriate communication channel. (See page 102, Recommendation number 6.)
   a. The Regional System Headquarters Library using its own expertise and materials will attempt to fill the requests, or will search its field of library holdings in the region in an attempt to find the needed material. If the material is available only through another local library in the same region a request will be made by the Headquarters Library that the materials be sent directly to the requesting local library and returned in reverse manner. Postage shall be funded by Headquarters Library revenue.
   b. If materials and information are not available either in the Regional System Headquarters Library or in regional local libraries, the Headquarters Library, through its teletype connections to the State Library data bank, will search the collections of the State Library, the other Regional Systems Headquarters Libraries, and/or the Resource-Research Centers for the needed material or information. If the material is located in one of these libraries, a request will be made via teletype that information be sent directly to the requesting library and returned in reverse manner. Postage cost shall be funded by the requesting Regional System Headquarters Library.
2. When search of the holdings of non-university public libraries in the state does not produce the needed materials or information, the State Library will search the major University Libraries in the state in an attempt to find the materials.
3. Communication among Regional System Headquarters Libraries, between any one of them and the Regional-Research Centers, may be direct (via Teletype) when search of the State Library Data Bank is unnecessary.
4. Once materials have been located, they should in all instances be sent directly to the library initiating the request.
5. Photocopies of requested materials will be made where appropriate and funded by the requesting Regional Systems Headquarters Library.
6. The State Library will accept loan requests only from Regional System Headquarters Libraries, Resource-Research Centers, University Libraries, and from patrons who personally visit the State Library facility.
7. Resource-Research Centers will fill requests for materials and information only from the following: The State Library, other Regional Resource Centers, from any Michigan resident making the material or informational request in person, and from other Regional System Headquarters Libraries.
8. University Libraries will fill material and information requests only from the State Library, University Libraries may extend such privileges to other libraries and patrons as they see fit.
9. Special efforts by the local library initiating the material request (through special fines and other means) must be made to insure on-time patron return of loan material.
10. The rules and procedures outlined in this section apply to the following material and informational requests: reference and bibliographic consultation for librarians and patrons, interlibrary loan of books, periodicals, film strips and other materials, and attempts at locating obscure items not normally catalogued.
11. Local libraries requiring advice and information on the normal problems of local library administration shall make their requests directly to the Regional System Headquarters Library.
12. Local libraries requiring information on problems needing the specialized expertise of the State Library consultants shall make their requests to the State Library through their Regional System Headquarters Library.
13. Matching book and periodical grants to all types of libraries in the state shall be funded by the state according to the following criteria:
    a. Class C Local Libraries:
       Matching book purchases 1:1 up to 400 books
       Matching periodical purchases 1:1 up to 10, after the first 10

b. Class B Local Libraries:
   Matching book purchases 1:1 up to 1000 books
   Matching periodical purchases 1:1 up to 30, after the first 20
c. Class A Local Libraries:
   Matching book purchases 1:1 up to 1000 books
   Matching periodical purchases 1:1 up to 30, after the first 20
d. Regional System Headquarters Libraries:
   Matching book purchases 2(HQ):1(state) up to 5000 books
   Matching periodical purchases 1:1 up to 100, after the first 200
e. Resource-Research Centers:
   Matching book purchases 2(R-RC):1(state) up to 20,000
   Matching periodical purchases 1:1 up to 500 periodicals

Finance

Public sources of revenue in Michigan currently account for a total per capita library expenditure of $3.16 per capita.[1] In order to adequately fund the recommendations made in this report, it will be necessary to immediately increase this to $4.00 per capita. Steps should also be taken during the next decade to guarantee that expenditures in Michigan libraries will rise at a rate which will ensure the continued funding of these recommendations at an adequate level. The following specific reforms will help to achieve these goals:

1. Because libraries in Michigan are considered to be primarily community services, the local property tax should remain as the major source of library income. Property taxation is clearly the largest single determinate of expenditures for all sizes and types of libraries. It also appears to be somewhat inequitable on a state-wide basis. In order to make full, but fair use of this revenue source, the following should be implemented:
   a. Property taxation standards should be based on a state-wide equalized valuation formula.
   b. Penal fine revenues should no longer be included with property tax revenues in meeting standards of local support to qualify for state aid and state services.
   c. A minimum of 3/10 of a mill local support based on the equalized valuation of local property shall be provided annually, exclusive of penal fine revenues. This minimum shall be raised to 4/10 of a mill within five years.
   d. Communities not providing these minimal levels of local tax support will not qualify for state book matching grants. All local libraries will, however, qualify for system membership.
2. The collection and disbursement of penal fine revenues shall be transferred from the county to the state by 1975. The state shall allocate these monies directly to local libraries on the basis of need, such need to be determined by a formula combining tax effort and tax ability. This formula shall be determined by the State Board of Education upon the recommendation of the State Librarian, and shall be based on the following principle: that those communities, rich or poor, displaying a high tax effort shall be allotted proportionally more penal fine revenues than those areas, rich or poor, demonstrating little tax effort. Areas poor but displaying a high tax effort shall receive proportionally more penal fine revenues than other areas.
3. To ensure on a continuing basis the existence of sufficient state revenues for the support of libraries in the state, a ¼ mill state-wide property tax (raising approximately $10,000,000 in additional revenues) shall be levied solely for the support of public libraries. Monies from this source shall be administered by the State Librarian and used to fund activities of the State Library, the Regional Systems Headquarters Libraries, University access offices, the state book matching grants, and all other state supported programs.
4. A Michigan Public Library Construction Assistance Fund (CAF) shall be created to

1. Michigan Library Statistics 1968.

provide matching construction grants to communities clearly unable to provide for the needed construction of library facilities. A Director of the CAF, responsible for preparing its budget requests and for its administration, will be added to the staff of the State Library. CAF funds will be provided from annual state appropriations and from philanthropic donations. State-wide programs shall be started to encourage wealthy individuals and large corporations to contribute to the CAF. The Director of the CAF, in consultation with the State Librarian, shall determine the appropriate use of CAF principal and interest.

5. Regional Systems Headquarters Libraries, Resource-Research Centers, University access offices and the State Library shall submit budget requests for the following fiscal year at the direction of the State Librarian. Disbursement of state funds to these requesting libraries shall be based on these budgets.

6. The state shall create a Public Librarian Scholarship Fund, which will annually provide ten scholarships of $2,500 each for the professional library study of persons planning to work in any of Michigan's public libraries. The fund shall also finance the cost of 300 spaces a year in various library workshops. Allocation of the $2,500 scholarships and of the 300 workshop positions shall be assigned predominately to those who either work or plan to work in the state's smaller libraries.

7. The seven existing consolidated library systems shall receive special grants from the state to allow them to continue operating on the present basis. However, no further consolidated systems shall be established in the state, and the present consolidated systems are encouraged to decentralize.

8. The obvious resource inadequacies of Regions one through four require special state financial consideration. These regions are to be speedily upgraded so that their performance can more closely approximate that of the other regions in the state:
   a. The problems of Region two are partially solved by combining the Escanaba Public Library and the State Library Branch Office at Escanaba into a single and independent Regional System Headquarters Library. The relationship between the state library and these combined libraries shall be the same as that existing between the State Library and the other Regional System Headquarters Libraries. This will provide Region two's System Headquarters Library with an additional 50,000 volumes, bringing its total volumes strength to approximately 85,000.
   b. The staff of the State Library Branch at Escanaba shall become part of the nine man staff provided Region two.
   c. The state shall also provide Regions one, three and four with 50,000 volumes each, in addition to those normally provided through book matching grants. These 50,000 volumes will be provided to each region at the rate of 10,000 volumes per year for the next five years. In addition, the state shall immediately provide Regions one, three and four with facilities for cataloguing, processing, photo copying, etc., which will allow them performance parity with the other six Regional System Headquarters Libraries in the state.

9. The state shall undertake the financing of photocopying machines, which shall be provided to all class A and B local libraries in Michigan. Uniform regulations for their use shall be established by each Regional Director.

10. The state shall finance every ten years, beginning in 1980, a study of Michigan's library needs. This study shall be undertaken by an agency independent of the Michigan Board of Education and the state Library, but will report its findings to them. Such decennial studies are not intended to take the place of continuous planning by the State Library, but are to provide an independent assessment of the condition of public libraries in Michigan.

11. Such studies will provide an elevation of the planning function of the State Library and evaluate the performance of public libraries during the next ten year period. Contracts for these studies shall be awarded by the State Librarian and given adequate financing and time for completion.

State funding of the recommendations found in this report should be consistent with the following levels of priority:

Priority I

1. Establishment of Regions and Regional System Headquarters Libraries.
2. Funding of the full range of services to be provided by the Regional System Headquarters Libraries, including a teletype network.
3. Funding of the Matching Book and Periodical Grants to all types of libraries.
4. Funding of the University access offices.
5. Funding of the full range of service activities and responsibilities of the State Library as set forth in these recommendations.
6. Funding Public Librarian Scholarship Fund.

Priority II

1. Funding of a state-wide computer installation located at the State Library.
2. Photocopying equipment for all local libraries.

Priority III

1. Establishment and funding of the Michigan Public Library Construction Assistance Fund.

The necessity of a new State Library building is made fairly clear in the chapter on the State Library. It is important that this matter be given prompt consideration aside from the priority schedule set forth here.